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# LONDON UNEMPLOYED FUND,

1904-5.

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## REPORT OF CENTRAL EXECUTIVE COMMITTEE.

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LONDON:  
P. S. KING & SON,  
ORCHARD HOUSE,  
WESTMINSTER.

1905.

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LONDON UNEMPLOYED FUND,  
1904-5.

REPORT  
OF  
CENTRAL EXECUTIVE  
COMMITTEE

*Presented to the Full Committee, November 10. 1905.*

LONDON :  
P. S. KING & SON,  
ORCHARD HOUSE,  
WESTMINSTER.

1905.

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## PREFACE.

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The following Report describes the constitution and work of the organisation set up in London in the winter of 1904-5 for the purpose of dealing with the question of the Unemployed. This organisation consisted of representative Local Committees for the selection and recommendation of certain classes of applicants, and a Central Committee, formed mainly by delegation from their members, for co-ordinating the work of the Local Committees and for providing employment as far as possible for the men recommended by them for the purpose. It thus resembled in its main features the organisation about to be established under the Unemployed Workmen Act, 1905.

In May last, a "Preliminary Statement" of the work of the Fund to April 14, prepared at the request of the President of the Local Government Board, was issued as a Parliamentary Paper. The present Report incorporates most of this statement, but the information is brought down to September 30; and conclusions, which in the opinion of the Committee may prove useful for the guidance of future Committees upon questions of method and procedure, have been added.



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# London Unemployed Fund.

1904-5.

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## REPORT OF CENTRAL EXECUTIVE COMMITTEE.

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### INTRODUCTION.

**The  
Scheme.**

The organisation known as the LONDON UNEMPLOYED FUND had its origin in proposals laid before a Conference of Metropolitan Guardians by the Right Hon. W. H. LONG, M.P., then President of the Local Government Board, on October 14, 1904. The main features of Mr. LONG's Scheme, as developed in official documents subsequently issued,\* were as follows:—

(1) Joint Committees were to be established in each Metropolitan Borough, and in the Cities of London and Westminster, consisting of representatives of the Borough Councils, of the Boards of Guardians, and of charitable and parochial associations and others.

(2) A Central Committee was to be created, composed of delegates from the Joint Committees, the City Corporation, and the London County Council, together with certain members nominated by Mr. LONG for co-option by the Committee.

(3) The Joint Committees were to receive applications for work or relief, to examine into the cases and to divide them into two classes:

- (i.) Those who were respectable men temporarily distressed owing to inability to obtain employment;
- (ii.) Those who should be regarded as ordinary applicants for poor-law relief.

---

\* See Appendix, p. 115.

The first class were to be dealt with by the Joint Committees, the second class by the Guardians in the usual way.

(4) The Joint Committees should assist applicants of the first class by recommending them to the Borough Councils for employment, by affording facilities for the interchange of information between applicants for work and employers, and by recommending for employment upon special works undertaken by the Central Committee.

(5) The Central Committee was to act as the adviser and guide of the Joint Committees and to secure as far as possible a common policy throughout the Metropolis, to collect and distribute information as to employment, to collect and administer funds, and to deal with cases referred to them by the Joint Committees, by the provision of special works beyond the limits of any particular borough, by the establishment of labour colonies, or by making grants towards special works undertaken by local authorities.

(6) It was suggested that the funds to be administered by the Central Committee should be obtained in the first instance by subscriptions from private persons and others, but that later on the Borough Councils should make contributions, based on the assessable value of the Borough, towards that part of the funds used for the purpose of making grants in aid of work undertaken by Local Authorities, the Local Government Board being prepared to sanction such contributions to the Central Committee under the Local Authorities (Expenses) Act 1887.

(7) The Scheme also laid down certain principles to be uniformly observed in the selection of the men for employment, viz., the exclusion of cases of chronic distress, and of persons of bad character, or of less than six months' residence in London; and preference to persons possessing established homes, with wives and families, such possession to be verified by a visit to the home.

In the actual provision of employment it was suggested that the work should be continuous for some definite time, and that the previous occupations of the men should be taken into account. Attention was also called to the desirability of arranging that the wages paid should be something less than the wages ordinarily paid.

It was left, however, to the Central Committee to amplify these rules and to lay down principles for the guidance of Joint Committees.

The main principles by which the work of the Committee was to be guided and defined were thus laid down at the outset, viz. :

1. A uniform system of administration throughout the Metropolis, and a common fund under centralised management.
2. The assistance by this particular agency of a special class of distress—that due to exceptional unemployment through industrial causes only.
3. The limitation of the direct operations of the Committee to one particular form of assistance—the provision of work.

**The  
Central  
Committee.**

Following upon the publication of these proposals, steps were taken by the Local Government Board to secure the formation of Joint Committees in the various Boroughs, and as soon as a sufficient number had signified their readiness to fall in with the Scheme, the Central Committee was convened by the President.

The first meeting was held on Friday, November 25, at the Guildhall, and was attended by Delegates from twenty-five of the Metropolitan Boroughs, from the London County Council, the City Corporation, and the City of London Guardians. The LORD MAYOR presided at the reception of the Delegates. A letter was read from the PRESIDENT OF THE LOCAL GOVERNMENT BOARD containing general suggestions for the work of the Central Committee. Mr. Alderman ALLISTON was elected Chairman of the Committee, and the Rev. H. RUSSELL WAKEFIELD, Mayor of Marylebone, Vice-Chairman, and it was resolved to ask the LORD MAYOR to act as Treasurer. An Executive Committee was elected, composed of one Delegate from each of the Joint Committees and other public authorities represented, and in view of the difference of opinion expressed in the Committee as to the advisability of inviting contributions from Borough Councils out of the rates, it was referred to the Executive to consider as to the way in which the funds of the Committee should be raised, and to report to the full Committee at its next meeting.

At the second meeting of the full Committee, on Friday, December 2, it was resolved, upon the report of the Executive Committee, to postpone the question of contributions from the Borough Councils and to ask the LORD MAYOR, as Treasurer, at once to open a Fund at the Mansion House for the purpose of making arrangements for the pro-

vision of work, on the lines of Mr. LONG's Scheme, for the unemployed, through the agency of the Central Committee.

The Executive Committee was authorised to carry out schemes for the provision of work on these lines, and four Sub-Committees of the Executive were appointed, as follows :—

**FINANCE COMMITTEE :** to deal with the collection and apportionment of funds.

**CLASSIFICATION COMMITTEE :** to deal with questions of selection and other matters involving the relation of the work of the Committee to the conditions of ordinary life and industry.

**WORKS COMMITTEE :** to carry out schemes of special work in or near London.

**WORKING COLONIES COMMITTEE :** to carry out schemes of work in the country, involving the temporary housing of the men employed.

The question of GRANTS in aid of work specially undertaken by Borough Councils was referred to a Committee composed of the Chairman, the Vice-Chairman, and the Chairmen of these standing Committees, and at a later stage a fresh Sub-Committee was appointed to deal with EMIGRATION. Various matters arising from time to time in connection with the work of the Fund were referred to the complete COMMITTEE OF CHAIRMEN.

Several new members, nominated by Mr. LONG, were co-opted on to the Committee and the various minor Committees.

**Composition  
of  
Committee.**

The Full Committee thus formed consisted of 71 members, viz., 2 representatives from each of twenty-six Metropolitan Boroughs, and 4 from the City of Westminster;\* 2 from the London County Council, 2 from the City Corporation, and 1 from the City of London Guardians, together with 10 members nominated by Mr. LONG.

The Executive Committee consisted of the Chairman and Vice-Chairman, one Delegate from each of the Joint Committees and other public authorities represented, and the members nominated by Mr. LONG, making a total of 42. (For full list see Appendix.) Mr. H. R.

---

\* Battersea established a Joint Committee and sent representatives, from Dec. 14 to Jan 4.

MAYNARD, formerly Hon. Secretary to the Mansion House Unemployed Committee of 1903-4, was appointed Secretary. At a later date the services of Mr. ERNEST AVES, who was associated with Mr. CHARLES BOOTH in the preparation of "Life and Labour of the People," and was also a member of the Mansion House Committee of 1892, were secured, more particularly for the work of the three Committees most concerned with the selection of men, and the operations of the Joint Committees in London—Classification, Emigration, and Borough Grants.

It will be noticed that, by its composition, the operations of the Committee were limited to the County of London. Representations were made at an early date to the Committee by various local authorities and other agencies in the districts outside the county area, drawing attention to the amount of distress there existing, and asking for affiliation to the Committee or for assistance in the form of grants. These appeals received prolonged and sympathetic consideration from the Committee, but it was felt that the limitation of the amount of the Fund, and still more of the facilities for the provision of employment in comparison with the demand, and the existing difficulties of a novel form of centralised administration, rendered it inadvisable to attempt an immediate extension of the area of operations.

**The Work  
of the Fund.**

The Executive Committee and the various Sub-Committees met weekly throughout the winter, and at longer intervals during the summer, the City Corporation kindly granting the use of Committee rooms at the Guildhall for the purpose, and the services of a minuting clerk for the meetings of the Executive and full Committee. Offices were placed at the disposal of the Committee at a nominal rent by Messrs. BOWATER & SON, 159, Queen Victoria Street, and the necessary furniture was lent by Messrs. WALLIS & CO., of Holborn Circus.

The Sub-Committees began their regular meetings in the week beginning Monday, December 5. Steps were immediately taken for the establishment of relations with the Joint Committees, (many of which were already at work receiving and classifying the applications for assistance), and for the discovery or creation of openings for employment. As soon as any scheme of work was recommended by the Works or Working Colonies Committee, reported upon favourably by the Finance Committee and accepted by the Executive, the Classification

Committee was charged with the duty of allotting the vacancies upon the work to the various Joint Committees and of recommending the selection of an appropriate class of man.

Owing to the late date at which the Committee came into being, and the necessity of deciding its own constitution and creating the whole of its organisation, and owing also to the inherent difficulties in the way of the immediate preparation of schemes of work, the season was already somewhat advanced before the employment of men could begin. But no time was avoidably lost. On December 12 the Lord Mayor issued an appeal for funds, which finally brought in the sum of £51,886 4s. 10d. On December 16 the first parties began work at Hadleigh; on January 2 works were opened at Long Grove, on January 10 at Garden City, and on January 11 in the London County Council Parks; on January 16 operations were begun at the City Markets, and on January 18 in the Green Park.

The more permanent activities began a little later. On February 25 the Committee came into possession of the Estate at Hollesley Bay for the purpose of a labour and agricultural training Colony, and on the 28th of the same month the first men began work there, in preparation for a regular party of colonists on March 6. A Central Employment Exchange, with the object of co-ordinating the work of the various Municipal Employment Exchanges established in London under the Labour Bureau (London) Act 1902, was opened on April 3. As the temporary work drew to a close, the selection of suitable cases for Emigration was pushed forward, and on April 20 the first families left for Canada.

**Temporary  
Assistance.**

The temporary works remained open for periods varying from 12 to 16 weeks.\* Continuous work was offered to each man from the date of his engagement, and the period actually worked by each individual varied from 1 to 16 weeks,\* averaging 8 weeks. The dates on which these works were closed, with the total number of men that had been employed on each, were as follows:—Hadleigh (327 men) March 18; London County Council Parks (692 men) March 31; Long Grove (1,208 men) April 14; Green Park (336 men) May 13; Garden City (397 men) June 1; and City Markets (133 men) July 8. About 250 men, moreover, received temporary assistance, for

---

\* Excluding City Markets, where the work was comparatively skilled and the numbers were limited by space; and a few men at Garden City.

periods varying from 1 to 14 weeks, at the Hollesley Bay Colony between February 25 and June 29, while a fresh party of 41 has been at work since the latter part of September. The provision of temporary employment by the Metropolitan Borough Councils for men selected and recommended by the Joint Committees, was also assisted by Grants in aid of special local work to the extent of £5.594 17s. 6d.

**Permanent Assistance.** Besides this provision of temporary work and the payment of grants, the Committee has endeavoured to provide permanent assistance in several ways to suitable cases. By September 7, 42 families had been assisted to emigrate. The Central Employment Exchange, though still hampered by the smallness of the present number of local exchanges, is in full working order, and is known to have been, so far, the means of finding ordinary employment for 148 men. The necessary steps for the development of Hollesley Bay have been pushed forward, and about 45 men, selected out of the original parties, are at present receiving agricultural training with a view to ultimate removal, with their families, to the country. A small beginning has been made with actual migration. Two families have been assisted to settle in the neighbourhood of Hollesley Bay, and two at Garden City.

**Summary.** The total provision of assistance of various kinds made by the Committee may be statistically summarised as follows :—

Total number temporarily employed (exclusive of those employed through grants)	...	...	...	...	...	3498
Estimated total number of persons thereby temporarily assisted	17490					
Average period of temporary assistance...	...	...	...	8 weeks		
Total number of families emigrated	...	...	...	...	42	
Total number of persons emigrated	...	...	...	...	215	
Total number of families settled in country	...	...	...	...	4	
Total number of persons settled in country	...	...	...	...	17	
Total number of families directly assisted	...	...	...	...	3549	
Total number of persons directly assisted	...	...	...	...	17705	

(exclusive of those assisted through Grants in aid of local work, and those helped to find employment by the Central Employment Exchange).

The distribution of this assistance amongst the various Joint Committees is set forth in the Appendix (Table B).

The work of the Fund thus summarised may be conveniently described in its various aspect in the following reports of the different Sub Committees.

---

The work of the Committee would have been very much more difficult had they not had at their disposal not only the frequent use of the excellent rooms at the Guildhall, but also the willing assistance of everyone connected with the City Corporation, and the Executive desires to acknowledge with gratitude the help thus afforded.

The Committee has been specially fortunate in those who have guided its operations. The Secretary, Mr. MAYNARD, brought to the work not only a keen intelligence and the experience gained in connection with the Mansion House Committee of 1903, but also a real enthusiasm for the cause in which he was engaged. Mr. AVES has devoted himself with equal energy and ability to the departments of which he has had special charge, and no happier combination of personalities could have been desired. No trouble has been too great, no problem too difficult, no labour too arduous, for either of these devoted social workers.



## REPORTS OF SUB-COMMITTEES.

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### I.—FINANCE COMMITTEE.

THE first meeting of the Finance Committee was held on Monday, December 5, when Mr. Deputy PANNELL was elected Chairman.

#### The Lord Mayor's Appeal.

On Monday, December 12. The LORD MAYOR, as Treasurer of the Fund, issued an Appeal from the Mansion House in the following terms, which set forth the constitution and programme of the Committee :—

SIR,

TO THE EDITOR OF *The Times*.

It will be within the knowledge of your readers that through the instrumentality of Mr. WALTER LONG, the President of the Local Government Board, a scheme has this winter been set on foot for dealing with the unemployed in London by means of :

1. Joint Committees in each Borough, in the City of London, and in the City of Westminster, composed of Borough Councillors, Poor Law Guardians, representatives of Charitable Associations, and others ;
2. A Central Committee, which, being composed of delegates from the Joint Committees, the City Corporation, and the London County Council, is therefore representative of the whole of London.

In this way, it is believed for the first time in the history of London, a central representative body has been set up for the purpose of dealing thoroughly, on uniform principles, with the problem of the London unemployed as a whole.

The main object of the Central Committee will be to ensure that, as far as possible, work shall be provided for those of the able-bodied unemployed of London, who, though willing to work, are out of employment through no fault of their own.

It is not intended to relieve the Guardians of the legal responsibility of dealing with those who are proper subjects for the Poor Law. Nor is it intended to relieve the Borough Councils of their share in the duty of meeting the present difficulty by the provision of as much useful work as is reasonably possible for the unemployed in each Borough. But at a time like the present, the resources of the local authorities, especially in the poorer districts, are insufficient to meet the need. A large number of genuine workmen usually in regular work are in danger of having to resort to the Poor Law, with its attendant results of disfranchisement and loss of status, or to endeavour to support themselves by occasional work, which, while only partially maintaining their families, tends to encourage in the men themselves a habit of dependence on casual labour.

In order to meet the difficulties of the situation, the Central Committee desire to encourage the provision of useful work which will, as far as possible, afford continuous employment during the distress. For this purpose, where the circumstances justify such a course, they propose to contribute towards the cost of useful works carried out by local authorities, if satisfied that owing to exceptional cost or otherwise the works would not have been executed under ordinary circumstances, and provided that a certain number of the unemployed of London are engaged on them; and, further, they hope to arrange for the employment of persons on experimental work, such as farm or labour colonies, undertaken by the Central Committee themselves or by others.

The work will only be offered to persons, being residents of at least six months' standing in London, who have been decided by the Joint Committees after strict inquiry to come within the class whom the Central Committee desire to assist.

Every possible effort will be made to avoid either attracting workers from ordinary employment or competing with existing industrial enterprise.

There can be no possible doubt as to the need for action. The high percentage of unemployed shown month by month by the official figures of the *Labour Gazette*, even during the summer, and the steady increase in that percentage with the approach of winter, have afforded grave reason for anticipating exceptional distress. Estimates received by the Central Committee from the Joint Committees show that these fears have been more than realised. Already upwards of 10,000 applicants, giving *prima facie* evidence of belonging to the class whom it is desired to help, have registered their names for employment under the scheme.

Nor is it certain that the limit of distress has yet been reached. Lack of employment is usually at its worst after Christmas, while the rigours of protracted frost would at once greatly increase the need.

It is obvious that to provide work for some thousands of men very considerable funds will be required. Through the kind agency of Mr. LONG several generous donations have already been made available for the purposes of the scheme, but this is only a beginning.

May I, as treasurer of the Fund, appeal through your columns to the benevolent generously to support us in rescuing these men from the privations and demoralisation with which they and their homes are threatened? It is no case of indiscriminate charity, but of well-considered and well-earned assistance to the genuine workers who have undeservdly come upon misfortune.

Not only, however, will the support which is given to the Committee help forward a scheme of temporary assistance. A question of social and national importance is also at stake, for it is permissible to hope that the experience gained by a combined effort on the part of the Committee this year may suggest the lines of a permanent solution of the problem of the unemployed.

Donations may be sent to me at the Mansion House, or to the Bank of England, and will be acknowledged in the newspapers.

I am, SIR,

Your obedient Servant,

JOHN POUND, LORD MAYOR.

*Treasurer of the Central Committee.*

THE MANSION HOUSE, LONDON, E.C.,

*December 10, 1904.*

A further Appeal was issued on February 7, by the Chairman and Vice-Chairman, and a Special Appeal on February 28 for funds for the purpose of Emigration. Local appeals were also issued by certain of the Joint Committees, the proceeds of which, in accordance with a resolution of the Central Committee, were paid into the LORD MAYOR'S Fund.

The total sum subscribed in response to the various appeals amounted, on Sept. 30. to £51,886 4s. 10d., of which £830 was subscribed specially for Emigration. The subscriptions included sums amounting to £19,700 contributed through the agency of Mr. LONG; £370 6s. 1d. realised by a Matinee given on March 23 at St. James's Theatre by Mr. GEORGE ALEXANDER; a donation of £1,000 from the City Corporation; £1,250 3s. 6d. and £466 17s. 4d. collected by the Joint Committees of Westminster and Lewisham respectively; £76 3s. 11d. from the Joint Committee for Paddington, being the balance of a fund raised for local work; and the balance of the Mansion House Fund of 1903-4, amounting to £188 1s. 9d.

Two banking accounts were opened at the Bank of England. No. 1 Account, into which donations were paid as received, was operated upon by the LORD MAYOR only. Cheques drawn upon this account were paid into No. 2 Account, at the request of the Finance Committee, as required for the expenses of the Fund. Cheques upon No. 2 Account were signed by the Chairman of the Fund, the LORD MAYOR as Treasurer, and either the Chairman of the Finance Committee or Mr. J. H. LILE, one of its members, with the Secretary.

On January 12 a sum of £20,000 was advanced to the money market at the rate of 2% per annum, and remained on loan until February 24.

Subsidiary banking accounts were opened at the London City and Midland Bank, Fore Street, in the names of the "Hollies Bay Labour Colony" and the "Central Employment Exchange," and also a local account for the Hollies Bay Colony at the Capital and Counties Bank at Woodbridge.

**The  
Allocation  
of the  
Funds.**

All schemes of employment or other operations involving expenditure, proposed by any Sub Committee, were submitted to the Finance Committee and considered in relation to the probable total funds at the disposal of the Committee. In the earlier stages of the work, while the amount of the Fund was increasing more rapidly than the openings for employment, the allocation of the funds to the various works was determined by the probable maximum scale and duration of each work as estimated at its inception, while every effort was made by the Executive to discover or create openings for employment to the full extent of the funds available. At a subsequent period the demands of operations entered upon at a later date, and in some cases necessarily of a more lasting character, caused the total commitments of the Fund to exceed the estimated total contributions. The earlier and more temporary works, which in some cases would have proved capable of extension either in scale or in duration, had therefore still to be limited to the amount of the original estimates, while any sums which the Committee expected to receive, as recoupment for work done, were devoted to meeting the deficit incurred by the later undertakings. The Committee have thus been able to continue the Central Employment Exchange and the Hollesley Bay Labour Colony on their present scale, and have now in hand (September 30) sufficient funds to maintain them until the meeting of the new Central Body about to be established under the Unemployed Workmen Act, 1905.

**General  
Fund  
Accounts.**

The Accounts to the 30th September, 1905, for the General Fund and for the Hollesley Bay Colony are given, separately, in the Appendix pp. 148-53. From the General Fund Accounts it will be seen that the total receipts have been :—

	£	s.	d.
Subscriptions at Mansion House ... ..	51.886	4	10
Recoupments ... ..	3.273	1	1
(This item has been reduced from a larger figure by reason of a claim in connection with Garden City which has only just been put in).			
Interest received from Bankers ... ..	36	8	7
Amount received under Accident Policies ...	84	1	0
(The payments being included in the Wages on the other side of the Account).			
Making a Total Receipts of ... ..	<b>55,279</b>	<b>15</b>	<b>6</b>

Against this the Expenditure (after deducting the estimated present value of the Furniture, Tools and Buildings) has been :—

	£	s.	d.
Hadleigh Colony ... ..	2,878	7	7
Long Grove ... ..	11,173	8	0
London County Council Parks ... ..	6,182	11	5
Green Park ... ..	3,065	9	0
(The excess over £3000 is owing to payments in connection with accidents).			
Garden City ... ..	4,777	18	1
City Markets ... ..	236	10	4
Hollesley Bay (see separate accounts)... ..	14,353	18	8
Borough Grants and Special Contribution ... ..	5,614	17	6
Emigration ... ..	1,012	14	4
Central Employment Exchange ... ..	205	13	3
Office Expenses ... ..	1,555	15	2
Advertising, etc., at Mansion House ... ..	465	8	1

Making a Total Expenditure of ... .. **51,522 11 5**

and leaving an unexpended balance of ... .. **£3,757 4 1**

and from the accompanying Balance Sheet it will be seen how this amount is represented in Assets.

The Furniture, Bedding, Plant, Tools, Buildings, etc., used at Hadleigh and Garden City are now estimated as being worth... 1,147 13 5

The Office Furniture, etc., at the Central Office and the Central Employment Exchange cost ... .. 43 17 4

There are Bank Balances and Cash in the Local Treasurers' hands... .. 3,223 11 5

Together ... **4,415 2 2**

From which must be deducted the amount of the unpaid Liabilities ... .. 657 18 1

Leaving the above-mentioned balance of ... **£3,757 4 1**

**Hollesley Bay.** From the Farm Account it will be seen that the cattle, sheep, pigs and farm produce have together shown a surplus for the eight months (after deducting wages) of £2,585 17s. 1d. Included in the valuation on 30th September there appears an item of £747 17s. 6d. "For Cultivations," and as no amount was included for this in the Valuation for purchase the Fund benefits to the extent of this sum in the present accounts

From the Profit and Loss Account it will be seen

that in addition to the Profit of	...	...	2,585	17	1
Sundry Rents have been received	...	...	101	10	4

---

Together... **2,687    7    5**

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Against this the Maintenance of the men and the allowances to their families have cost

The charges for Superintendence, Repairs, Survey of Buildings and the Valuations at January and September amount to	...	...	1,155	18	0
---	-----	-----	-------	----	---

The charge for Depreciation, at the rate of 10% on the Furniture, Trap, etc., and the decrease in the Valuation of the Implements, Tools, etc., and the Horses, amount to

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A Total of ... **6,091 14 3**

---

Showing the cost of working the Colony for the period, of

**£3,404    6    10**

---

The Balance Sheet shows that the Advances from the Central Offices were

the Central Offices were	...	...	...	14,000	0	10
Plant and Tools transferred from L.C.C. Parks	263	17	10			
and there are sundry outstanding accounts	...	550	16	0		

---

Together **£14,913 15 5**

---

The Assets are represented by the following :—

Valuation of Implements, etc. ... ..	1,305	9	2
Valuation of Produce and Cultivations ...	3,465	14	5
Horses, Cattle, Sheep, Pigs and Poultry as valued ... ..	2,962	9	0
The Furniture, Trap, Cart and Harness at cost. (less 10% depreciation) ... ..	1,032	0	6

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Together ... 8,765 13 1

There are Railway Tickets in hand representing 37 17 0

Cash unexpended . . . . . 1,205 18 6

Deposit as Security against the liability for  
the Covenants of the Lease ... .. 1,500 0 0

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Making a Total of Assets of... .. **11,509 8 7**

And leaving the balance as the Cost of Working  
for the Period (subject as aforesaid) **£3,404 6 10**

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## II.—CLASSIFICATION COMMITTEE.

THE first meeting of the Classification Committee, of which Mr. T. HANCOCK NUNN was elected Chairman, was held on December 6. and its first step, acting on the primary instruction of its reference—"to consider principles of classification"—was to utilise the experience of the Mansion House Committee of 1903-4. and to draw the attention of the various Joint Committees, upon which the practical tasks of classification and selection devolved, to the composite character of those falling under "Class I." of Mr. LONG's scheme—"the respectable men temporarily distressed owing to inability to obtain employment."

<b>Classifi- cation.</b>	The recognition of the three following sub-divisions was recommended :
	(a) High class mechanics and other highly skilled workmen ;
	(b) Men usually in regular work, though of a less skilled character ;
	(c) Men accustomed to casual work.

By keeping these sub-divisions in mind, it was hoped that, as far as possible, work, pay and conditions might stand in a suitable relation to the ordinary industrial life of the individual wage-earner.

Work definitely organised for those needing employment tends, however, to take few and simple forms, and any attempt to meet the wonderful complexity of industrial London which, although possessing no staple trade, nevertheless forms the greatest manufacturing and trading centre of the world, would under any circumstances have necessarily broken down.

By one method alone could it be hoped that such an attempt would meet with any considerable measure of success, namely by the co-operation of large numbers of individual employers representing a demand for a great diversity of industrial skill and aptitude, and the Committee.

at an early date, drew the special attention of the Joint Committees to the following sentences in Mr. LONG'S Scheme :—

“ It is most important that the Joint Committees use every effort to deal with cases of applicants to them for work when they are satisfied that the cases are proper to be dealt with ; ” and only in cases “ where they are unable to find employment for them ” should they “ place themselves in communication with the Central Committee.”

Difficult though it might be to see that action was based on an exact industrial classification, and to see that “ methods of employment and scales of remuneration should vary with the different standards of work and living,” it was an easier task to follow certain broad social characteristics, and apart from those of a purely personal and moral description, such as the distinction between the known drunkard and the man of known sobriety, the most important of these were indicated by the two following instructions in selecting for work :

- (1) That “ preference was to be given to those having established homes with wives and families or other persons dependent upon them,” and
- (2) That a six months' residential qualification should be insisted upon.

In connection with the second point, the future was safe-guarded by the recommendation that the term of six months should be understood to apply “ only for the present year,” and some protection was thus afforded against an influx of men into the Metropolis with the more or less deliberate idea of qualifying for assistance in any future season. It is noteworthy that in Poplar, where the practical difficulties arising from unemployment have been perhaps more recurrent than in any other district, and in one or two other Boroughs, the minimum residential qualification of twelve months was adopted.

The actual works under the control of the Central Committee are described in Sections III. and IV. of this Report, and they fall into two main divisions, (1) those in which the men returned to their own homes at night, and (2) those in which the men were separated, for the time, from their wives and children, and slept at the temporary or permanent

"Colony" where the special work was established. In character the work provided had nowhere any important generic differences, save perhaps in the case of the rough painting work, provided by the City Corporation at the City Markets. All the rest—in the London County Council Parks, at the Green Park, at Long Grove, at the Salvation Army Farm Colony at Hadleigh, at Garden City, and at first even for the most part at Hollesley Bay—was "labouring work" of one description or another, differing rather in laboriousness and unpleasantness than in kind. Everywhere it possessed the distinguishing character of continuity, the plan of giving doles of intermittent work being as rigorously eschewed as that of giving doles of money.

There would thus have been no great opportunity for making differences in the scale of remuneration offered as between one task and another. But had there been complete freedom to settle this fundamental question of wages,\* the justification for differential pay would have depended upon the appropriate selections being made, and made uniformly, by the various Joint Committees. At the outset it was hoped that such selection, in accordance with the three sub-divisions of Class I, already mentioned, would have been possible, but this end was not realised in practice, and just as the first allocation of "places" made by the Classification Committee was made on the basis of local need, so also for the most part on the same simple basis was the selection of the men made by the Committees to fill these places. It has thus followed that such differences in remuneration as have been made have been followed to an inconsiderable extent by differences in the industrial standard of the men employed: at almost every centre of work they have been representative of many trades and occupations, and while "general labour" has been most largely represented, the various callings of the men employed have been a conspicuous feature, and have, it may be noted, afforded a proof of the widely spread nature of the distress that the Fund was established to do something to meet.

**Basis of  
Allotment  
of  
Places.**

Centres of employment having been provided by either the Works or the Working Colonies Committees, it was the business of the Classification Committee to advise as regards scales of remuneration, and to apportion the vacancies which the work might offer between

*cf.* pages 48 to 58.

the various Joint Committees, advising them at the same time, if necessary, as to the class of men most suitable for the work.

Reports had been obtained from the various Joint Committees as to their methods of work, and an allotment of places "to meet the immediate need," was made at the very first meeting of the Committee, on December 6, when 100 places at Hadleigh were allotted to some of the Boroughs in which the problem of unemployment appeared to press most heavily, in which the Joint Committees were in operation, and in which they had fallen into line. On December 15, the second 100 places at the same Colony were allotted on the same basis, but the necessity for some plan of allotment which would ensure fair dealing to all the constituent Boroughs had already made itself felt. On December 22, a percentage basis of allotment for the various districts "based upon the estimates of poverty (excluding the pauper and criminal classes) in Mr. CHARLES BOORN'S *Life and Labour of the People*, corrected for changes in population since that date, for intermixture of wealthy population, and for special circumstances" was submitted. Early in January the withdrawal of Battersea from the Scheme necessitated a slight revision of the scale, but on January 12, in the following form, it became the basis of allotment for the benefits of the Fund, and has been followed with approximate exactitude throughout the year:—

Joint Committee.			Percentage to be allotted.	Joint Committee.			Percentage to be allotted.
Bethnal Green	...	...	5	Fulham	...	...	3
Camberwell	...	...	5	Kensington	...	...	3
Islington	...	...	5	Marylebone	...	...	3
Lambeth	...	...	5	Paddington	...	...	3
Poplar	...	...	5	Wandsworth	...	...	3
St. Pancras	...	...	5	Chelsea	...	...	2
Southwark	...	...	5	Greenwich	...	...	2
Stepney	...	...	5	Hammersmith	...	...	2
Bermondsey	...	...	4	Hampstead	...	...	2
Deptford	...	...	4	Westminster	...	...	2
Finsbury	...	...	4	City	...	...	1
Hackney	...	...	4	Holborn	...	...	1
Lewisham	...	...	4	Stoke Newington	...	...	1
Shoreditch	...	...	4	Reserved for special			
Woolwich	...	...	4	adjustments	...	...	4

In allocating London work, the convenience of geographical position was taken into account, the size of the Metropolis making this necessary. The extent to which it is desirable to try and arrange work in as close proximity as possible to the men's homes, is, it may be noted, intimately connected with the thoroughness with which selections are themselves made, the automatic test of distance and inconvenience being the more easily dispensed with, the more carefully the task of recommending for work is performed.

In the Appendix,\* the total allotments made to the various Joint Committees of vacancies on the different works are given, and until February the "allotment of places" remained an important item on the weekly Agenda of the Committee. By the end of December, 400 places had been allotted (200 to Hadleigh and 200 to Long Grove); by the end of January an additional 1,380, mainly to Long Grove and to the London County Council Parks, but including 150 to Green Park, and the first small advance party of 20 sent to Garden City. It was on February 16 that the first allotments were made to the Colony at Hollesley Bay.

**The  
Resumption  
of  
Employment.**

The attempt to measure the legitimate demand for employment, arising from exceptional distress through industrial depression, did not fall within the province either of this Committee or even of the Central Body.

The existence of the need was assumed throughout the whole organization, and in practice the extent of the Committee's operations was determined by the amount of funds placed at the Committee's disposal. Partly owing to these limits, but partly influenced by the consideration that with the advance of the year certain London trades do normally revive, and by the widespread belief that a more general revival tends to be the normal accompaniment of the spring, and acting moreover under the opinion that, with a revival of trade, men artificially employed might lose their places in the labour market, the Classification Committee, long before the final allotment of places had been made, had begun to consider the steps that should be taken to prepare for the "resumption of ordinary employment." The point was first mentioned on February 2. On February 9 it was decided to recommend that "in order to remind

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\* See pp. 124-5.

the men of the temporary nature of their work, and at the same time to give them opportunities of looking for work," Saturday work and pay should be discontinued on all Central work from which the men returned home daily. By the end of the month this plan was adopted. Formal notices of the approaching cessation of the work were given out everywhere, and arrangements were proposed for the gradual withdrawal of the men, mainly according to the length of time they had been employed, when the actual time of cessation should arrive. The actual withdrawals began at Hadleigh—where the work had begun in December—in the last week of February, and, with the exception of a few men then still employed at the City Markets and those at Hollesley Bay, ended, with the last batch from Garden City, at the beginning of June.

On February 9, the lists of unemployed including already a larger number than could be dealt with, the question of closing the registers was mooted, and on March 3, the Executive Committee decided to recommend that, "in view of the congested state of the lists," the Joint Committees should cease to receive applications after March 4, except when it was considered desirable to continue to register special cases for migration or emigration, it being made clear to any person thus registered that "no guarantee whatever could be given that employment of any description could be provided."

To this resolution the Executive added the further recommendation that "where permanent Employment Bureaux do not exist, such steps as seem desirable should be taken by the Joint Committees to secure their early establishment."

**Employment Exchanges and their Co-ordination**      The possibility of co-operating with the Employment Bureaux and increasing their permanent usefulness, had been already before the Committee, and the consideration of these points was the natural sequel to the instruction of the original Scheme that the Central Committee should "gather and distribute information as to employment." The co-ordination of the existing Bureaux through the medium of a Central Employment Exchange was felt to be the most hopeful step for achieving this aim. Accordingly, as far back as December 22, the formation of such an Exchange was recommended, and the step having been approved by the Executive Committee, a

Conference of those likely to be interested was held on January 26, in order to bring the proposal to their notice, and to elicit suggestions. To this Conference the Chairmen of the Committees of Management of the existing Exchanges and their Superintendents were invited, and, as the sequel to a well-attended meeting, a Consultative Committee of those actually engaged in the working of the Exchanges was appointed to meet and confer with the Classification Committee—an experiment that has been entirely successful. On June 30 a well attended Conference was held at the Guildhall, when Mr. E. T. SCAMMELL, of the Office of the Government of Western Australia, read a paper on Municipal Employment Exchanges, with special reference to experience in that Colony. Alderman ALLISTON presided, and a well-sustained discussion followed Mr. SCAMMELL's suggestive and interesting introduction. A leaflet on the uses of Employment Exchanges and their co-ordination has been prepared and circulated.\*

In order to aid in the formation of local Exchanges in the future, and with a view to providing a uniform standard of work among them, a set of model rules and application forms has been adopted,† and many other points of administration have been discussed and decided upon. So far, however, the most important step taken has been to inaugurate the working of the new Central Exchange, the offices for which were taken in March, at 34, Victoria Street, Westminster. Mr. H. W. FORDHAM, lately in charge of the Fulham Employment Exchange, was appointed Superintendent, and a systematic plan of co-operation is being developed. It is too early to report as to results, but at the present time the Central Exchange is being used by the following Metropolitan Exchanges :—Chelsea, Finsbury, Hampstead, Islington, Kensington, St. Pancras, Lewisham and Poplar—the two last-mentioned having been established during the summer of 1905. Two new Extra-Metropolitan Exchanges, those of Croydon and South West Ham, are also in correspondence. In two or three of the other London Boroughs proposals for the establishment of Exchanges are under consideration, but in a still larger number action has been postponed.

During the six months, April to September, out of 373 vacancies offered to the Central Exchange 148 are known to have been filled, and it is certain that almost the whole could have been filled had more

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\* See Appendix, p. 135. † See Appendix, pp. 133-4.

Exchanges been in operation, since somewhere in London it is obvious that men were wanting the work offered, but the machinery to enable them to find it had not been created. For these and for all on whose behalf it is used in the future, the Central Exchange will thus provide a ready means of intercommunication, and through it, whenever applicants cannot be provided with employment, or places cannot be filled locally, the attempt can be made, by working over a larger area, to adjust the balance.

The Central Exchange is the inception of what may become not only one of the more permanent outcomes of the work of the winter, but one of the greatest utility. Its functions will be to increase the fluidity of labour; to provide a new instrument by which wage-earners may be enabled to find the billets that they need and employers the men they want, while, incidentally, it will increase knowledge of the prevailing conditions of employment.

The Exchange is intended, to quote from the model Application Form, to "aid applicants in their search for work, and not to take the place of their own efforts." It will thus, in every respect, work through ordinary channels, and its institution is another recognition of the supreme importance of maintaining and strengthening the normal courses of industry.

#### **The Joint Committees**

Centralised administration on behalf of certain classes of the unemployed drawn, with the exception of Battersea, from the whole of London, necessarily involved much devolution of responsibility, and it was of the essence of the Scheme that, apart from its co-opted members, the Central Committee was itself representative of responsible local bodies. In this combination of Local and Central administration is found the hopefulness of the Scheme, and also the source of some of its difficulties. The extent to which the local responsibilities have been met varies, and the method of working adopted by the Joint Committees, as well as the actual composition of Committees, has been far from uniform. In every case, representatives of Borough Councils and Boards of Guardians have formed the chief element, but only in the case of about half the Joint Committees have representatives of local charitable, parochial and other associations been also elected. In the methods by which the registers of applicants for employment



have been formed, and in the thoroughness of the subsequent investigation and in the resulting classification, in the processes of selection, as well as in the methods of payment of wages or allowances, practices of varying degrees of suitability have been adopted. Occasionally these duties seem to have been somewhat perfunctorily performed, and detailed responsibility has been sometimes left unduly on the shoulders of those already sufficiently taxed with their ordinary official duties. Investigation has varied greatly in its completeness, as has also the degree of co-ordination obtained between local agencies, official and voluntary.

In these and in other ways strong and weak points in the organisation might be detected were the attempt made to describe local procedure district by district.

**Methods of Administration.**

Little gain would, however, result from such an attempt. Criticism, favourable or unfavourable, would almost necessarily be involved, and from this no advantage would be likely to accrue. It is felt, however, that it might be of some use in the future if certain lessons drawn from the experience of the past winter could be indicated.

The need for careful administration that has been demonstrated throughout London and that has been recognised by an increasing number of those upon whom the task of administration has fallen may be traced, for the most part, to two fundamental causes: (1) that the numbers of the unemployed are never a known quantity; and (2) that they do not belong to a single class.

They are not a known quantity because, quite apart from the fluctuations to which industry is subject, many individuals are normally but loosely attached to their employment, and since these are often ready for change and are easily attracted by the superficial advantages of anything that is open to them, lax administration and the offer of too easy conditions tend even in "good times" to swell the numbers of the "unemployed." This elasticity of numbers, which is more marked in times of depression, is closely connected with the second of the above points for, if the "unemployed" consisted only of the genuine men who at exceptional times and to their own dismay found themselves out of work, administration would be a comparatively simple matter, even though the numbers to be dealt with might be very large. The unemployed are, however, of many grades, and the

obligation to exercise careful discrimination, to "investigate" and to "classify," becomes correspondingly urgent.

The crux of the administrative problem has rested perhaps in the fact that so many are on the border-line of the "genuine" cases and the false. There is no clear line of demarcation between the two, and administrative committees have had to deal with those who in the aggregate have represented almost the whole range of the industrial classes from, in rare instances, the careful and hard-working mechanic still in his physical prime who has been confronted with exceptional and temporary misfortune, or, in some cases, with the permanent loss of his proper occupation, down to the clever idler, at last made to suffer for his irregularities, or even to the absolute wrecks of industry. Bankruptcy, change of management, the death of an employer, as well as the various causes that make for slackness in any trade, such as change of fashion, movements of foreign competition, or the introduction of new mechanical processes, are, all of them, contributory causes, as well as that personal incompetency or want of providence, to which some are inclined to trace the whole genesis of distress from want of employment.

Unfortunately, the standard of care that has to be exercised in administration is necessarily determined, not by the worthiest but by the least or perhaps the most doubtfully worthy of those to be dealt with. When, therefore, the individual presents himself and applies for "work," his request, no matter how well founded it may be, has to be examined. Further, in forming an opinion upon its validity it is not the man himself who has alone to be considered; if married he is but the representative of a larger unit, for the position of the whole family has to be taken into careful account. In dealing with the man, the Committee is also dealing with posterity.

On every ground, therefore, the obligation is supreme to endeavour to arrive at a judgment that shall be as sound as it is sympathetic; as far-seeing as it is kindly; as just as it is generous. Hence, "organisation" has resulted, with its machinery of Committees, inquiry officers, selection sub-committees, and so forth, all struggling with more or less success to arrive at the right answer to give to those who come to them for "employment."

Table A, in the Appendix,\* throws some light on local procedure, and columns 2 and 3—the "recommended" and the "not recom-

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\* *Vide* pp. 122-3.

mended " for work—are among the most significant features of the return. The meaning of these columns is not, however, to be exaggerated. It implies something doubtless that the percentage of those "not recommended for work" varies from zero to more than 80. but the difference is to some extent due to a frank adoption of different methods of administration,† and not simply to differences in the thoroughness with which the local task has been performed. Differences in the percentages are also, in some measure, explained by differences in the industrial character of the various districts, and still more by differences in the prevailing status of those who applied for work. Effective classification almost presupposes well marked differences among those whose cases have to be considered, and although there is a frequent temptation to exaggerate the similarity of the circumstances of the unemployed, and thus to minimise the importance of differential treatment, in some districts there was undeniably more of a dead level in the character of the applications than in others, and when batch after batch of these proved to be, as sometimes happened, of the semi-casual class, it would be unreasonable to expect the same degree of classification to be attained as elsewhere.

Thus the danger frequently supervened of attempting to treat everyone alike, and since it is impossible that very large numbers can be dealt with in this uniform way either adequately or appropriately, another risk was incurred: those to whom this wholesale treatment is repugnant often held aloof. From more than one district the opinion has reached us that the "best men" did not apply, and doubtless there were many among these who had made organized provision either by joining trade societies in which out-of-work benefit was paid or by taking other measures of forethought. Uniform figures are not available, but it is a common experience that the proportion of members of trade unions and of the great friendly societies applying for employment was small—in many districts insignificant—and the lists of applicants thus afford a great indirect testimony to the value of these various societies and to their power of safeguarding the independence of their members. In spite, however, of all that is accomplished by these and other means, one of the practical problems of the future will often be to prevent those whose inclination it is not to apply for anything—even for work—whose need is real, and whose character is good, from being squeezed out by the crowd of those who are always ready to snatch at anything that may seem to offer—at doles of work even, as well as doles of money.

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† *cf.* Note to Table A, p. 123.

**The Work of a  
Local  
Committee:  
Suggested  
Outline of  
Procedure.**

One great aid to effective administration lies in the adoption of uniform methods of registration and selection, and although it is not easy to outline those that are equally applicable to every district of London, and at every season, the Committee hopes that the following notes and recommendations may be of service. The question of method in administration and of the spirit in which it is undertaken, has exceptional importance at the present time, since every Local Committee, in the exercise of its new functions, must also be a training ground for those who are likely to exercise those functions for the next three years. On all grounds, therefore, it is desirable that the practices obtaining in these early stages shall be well considered and educational in character.

It is essential that the following duties—apart from all questions connected with the investigation as to the prevalence of an unusual lack of employment, with the supply of funds, with the provision of suitable work, with the rates of wages to be paid, and with the general conditions under which men are employed.—shall be adequately provided for :—

1. The preparation of "instructions" for the guidance, when necessary, of those appointed to act as the authorised representatives of the Committee.
2. The receiving of applications.
3. The investigation of cases, including verification of certain particulars and taking up references.
4. Classification.
5. Decisions, including—
  - (a) Recommendations for work.
  - (b) Reference to other agencies, in the case of those to whom the employment available appears to afford no proper remedy.
  - (c) Rejections.
6. The payment of wages or allowances on account of those to whom employment is offered.\*
7. The keeping of records.

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\* As far as possible the payment should be made at the home and, especially in the case of those who are employed on "Colony work" and who are thus not sleeping at home, it is desirable that those who undertake this duty should be ladies, who know and are regarded as friends by the people to be paid. The instruction to various Committees urged that home payment should be made, but it was only carried out in exceptional cases.

Nos. 2, 3, 6 and 7 will naturally fall to individuals acting on behalf of the Committee. Nos. 4 and 5 should be the duty either of special Sub-Committees or the Committee as a whole. Under every head reports should be presented to the whole Committee. The following pages refer especially to Nos. 2, 3, 4 and 5.

**The Register.** The practice followed as regards the opening of the register has been three-fold :—

- (1) Inviting various classes of likely people, such as the Clergy, Trade Union officials and others, to furnish the names of those known to them to be in distress through lack of employment ;
- (2) Posting bills in the district or making announcements through the press ;
- (3) Taking no definite steps, reliance being placed upon the percolation of the news through the district.

Special announcements of any kind have often been found unnecessary in the past, and will probably be rarely made in the future. They tend to increase the elasticity already mentioned, and consequently the difficulty of dealing with applicants. If, however, they are circulated or exhibited, it should be made perfectly clear to whom the announcements are addressed, and the following would be a suitable form :—

“Temporarily unemployed workmen who have been resident in “the Borough for not less than twelve months, and have wives, families “or parents dependent upon them, may register at (*add place and “time*).”

In one case the following formed part of the announcement :—

“Endeavours will be made to find sources of employment, but the “Committee cannot guarantee employment.”

It would be preferable, however, to state definitely, not only that no employment can be guaranteed, but also that if it be offered, it will not last long, and that its provision will not relieve men from the obligation to try and find ordinary employment. As one safeguard against the great evil of giving rise to groundless hopes, it is desirable that a statement to this effect should be printed, perhaps in red ink, on all announcements, circulars, and notices, and especially on the application forms.

The use of the Employment Exchanges should be urged, and later, when these exchanges are more fully developed, application to them should, quite independently of registration as one of the unemployed, be made a condition of acceptance.

In some cases the application forms have been given out from the office to be filled in by the applicant.

In others, particulars have been taken down from the applicant by a representative of the Committee. In some cases the particulars furnished have been signed by the applicant.

The best method is to fill in the application form at the time of the application; to read over to the applicant the particulars that have been furnished by him, and for him to sign these. The advantages of this plan are four-fold:—

- (1) The form will be filled in by a practised hand.
- (2) The interview will give an intelligent and sympathetic representative of the committee valuable opportunities, not only for getting full information, but for arriving at a preliminary judgment on the case, and sometimes for giving advice. This will be, perhaps, the occasion when the most definite information will be obtained for subsequent decision as to which, if any, of the three general subdivisions of Class I. (see page 25) the applicant will fall.\*
- (3) There will be no delay.
- (4) The signature will help to impress upon the applicant a sense of his responsibility for statements made.

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\* Especially important perhaps from this point of view will be the opportunity of obtaining the best kind of information that questions as to past employment record are intended to elicit, so that it may be made as clear as possible whether employment has been fairly regular or not. In very many cases, especially in those of builders' operatives, this will be largely independent of the number of employers for whom the man has worked. Thus, a "bricklayer's labourer" might reply: "I had one job with ——— that lasted nine months, and two others with ——— and ——— that lasted about five months each. I can't say how many jobs I have had during the last few years. Between them I generally lost a little time, but until the last one ended nine weeks ago, I hadn't much to grumble at." A man able to give an answer of that description is not "a man accustomed to casual work." In this connection, *cf.* Booth's *Life and Labour of the People: Industry*, Vol I., pp. 88-90, and 112. An interesting case is mentioned on page 112 of a carpenter, the private record of whose earnings showed that in 32 years he had worked for no fewer than 70 employers, the average duration of each engagement having been about 4½ months. This man was thoroughly competent, and very rarely out of work.

A notice should be placed in the office, stating—

- (1) That the applicants will be expected to furnish any particulars required.
- (2) That he will be expected to sign the form when filled in.
- (3) That verification as may be considered necessary of his statements will be made; and
- (4) That employment cannot be guaranteed.

To this notice the attention of the applicants should be drawn before the form is filled in.

If, because of want of room in the office, or the pressure of applicants, or for any other reason, the necessity cannot be avoided of giving out a form to be filled in by the person applying, a second form should be prepared. This should contain short and perfectly simple questions taken from the full form, and should ask, perhaps, for name, address, age, occupation, condition as regards marriage, number of dependents, particulars as to last employment, and longest employment of recent date. The form should state that further particulars may be required, and should mention a time at which it must be brought back, filled in and signed, to the office. The warning against any guarantee of employment should be repeated.

The advantage of this plan is the avoidance of any congestion at the office, and the power that it gives to fix the times for the return of the form, so as then also to avoid congestion.\* When the short form

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\* It is essential that the personal force at the disposal of the Committee shall be able to cope with times of pressure. A list should be made out of those who, either as volunteers or paid workers, will be qualified to assist, and from this list extra help should be drawn as required. In the organisation of a reserve of qualified workers, a possible advantage of centralised administration may be found, and districts that could not furnish the requisite local aid, might be strengthened as need arose.

An estimate of the number of workers that will be necessary may be calculated, since for each case the issue of forms, taking down applications, enquiry, verification and writing up reports of these, will take, on an average, at least an hour. The different parts of the work will, naturally, be subdivided, but on a working day, of 9 or 10 hours, (and long hours will, in emergency, have to be worked), it may be calculated that from eight to ten cases can be properly dealt with on an average, by one person in the day, or say from fifty to sixty per week, without making any allowance for attendance at Committees. For the sake of the future it would be better to postpone part of the enrolment and investigation than to slur over the work, for a period of hasty and injudicious action, be it characterised by strictness or laxity, is sure to leave its mark behind either of unjust and unequal treatment or of one that is marked by a slipshod uniformity.

is brought in, the omitted particulars of the full form will, unless there is some evident proof of ineligibility in the short form, be obtained.

When cases cannot be entertained at all, the decision should be made known at once. The avoidance of delay has a two-fold advantage: (1) it puts an end to any period of suspense and dispels any groundless hopes that the applicant may have had, and (2) the decision is very likely to become known to those similarly circumstanced, and thus to prevent others who are ineligible from applying.

The following card sent by one Committee to those whose names were on the Relieving Officers' lists, or who were from some other cause considered to be suitable for Poor Law treatment, may be recommended at the present stage of unemployed administration:—

"The Committee having considered your application regrets to find "that your case is not one with which it is authorised to deal."

Similarly the following card might be sent to single men without dependents who have registered:—

"Inasmuch as the Committee can only deal with men who have "wives and children or parents dependent upon them, it regrets that "it is unable to assist you."

In the task of investigation and verification, the most  
**Investigation** important parts will be:—  
**and**  
**Verification.**

- (a) The visit to and report upon the home;
- (b) The communication with the employer or foreman;
- (c) The communication with some responsible reference;
- (d) The consultation of the Relieving Officer's and, when these are available, Local Charities' Lists. (These would be the first steps.)

(a) To the extent that one person is unable to cover the whole field, the visit to the home should be carried out on as uniform a plan as possible, and those who execute it should be in close touch with each other and with the responsible Committee. Absence of uniform standard in reporting upon the home would result in injustice. The wife should be seen, and, if possible, the children. The cleanliness, tidiness and hygienic standard of the home should be especially noted, since it is upon these that its social value so largely depends.

(b) If possible, the employer or foreman should be seen personally, since many are unwilling to put unfavourable opinions upon old



employees in writing. In one district it was the practice to see employers who lived within the Borough, and to write to others, and this, unless Local Committees were willing to make personal inquiries for each other, might afford a useful working rule.

When a form has to be posted the following is recommended :

*All communications treated as strictly confidential.*

.....190

Dear Sir,

*re* A.B., of.....

The above states that he was in your employ from .....  
to.....(under Foreman.....\*) at the wage  
of.....

Will you kindly confirm this and inform the Committee—

1. In what capacity he worked ;
2. His weekly earnings (average).
3. Reasons for leaving ;
4. His chance of re-employment ;
5. Character and remarks.

We shall be much obliged if you will send this information at as early a date as possible. A stamped envelope is enclosed for reply.

*\*Strike out if unnecessary.*

The above particulars should also be obtained when the employer or foreman is seen personally.

(c) Important though employers must necessarily be as references, it is undesirable to rely upon them too systematically and too exclusively. Already one of the recognised dangers in so much of modern industry is, that it weakens the sense of responsibility towards one another of employers and employed. Should it become too prominent a part of unemployed administration, to use the employer as a reference, he may be led in some cases to rely upon the machinery that it provides, and any shifting of his responsibilities in this matter, (illustrated for instance, in some trades, by the practice of making work for stock in dull times, and in all trades by the duty of exercising as much care and forethought in the giving out and execution of work as possible), would be almost as disadvantageous as any weakening of the sense of responsibility on the part of the wage-earners. It is desirable, therefore, to have other names of as responsible people as possible, to whom reference can, if necessary, be made.

(d) "Overlapping" is one of the curses of disorganised administration, providing as it does the opportunity for the unscrupulous and penalizing the honest man. As one step towards its prevention, the lists of the Relieving Officer should be consulted, and if possible the list of the organised charities of the district. In at least two Boroughs last winter a general register was accessible at a single centre, and it was an instruction that the "Relieving Officer's and Charities Register (now kept at ———) must be consulted."\*

It would be desirable that in every district such a "clearing" list should be formed and used. It is to be noted, however, that unity of action has a far greater value than that of checking abuses such as overlapping. Unity and co-ordination are also first steps towards efficiency and the greatest outcome of efficiency is not the merely negative advantage of detecting abuses, but the positive one of more assured remedial and preventive action. To this point we return in the section dealing with Decisions.

It should be the duty of the Committee to report to the Guardians, as has already been done in at least two districts, the names of those by whom employment has been refused, and where registration of assistance is in operation, lists of all to whom assistance is offered should be contributed.

The particulars furnished on application forms and the subsequent enquiry and verification, are but steps towards classification, and classification, in the case of an administrative body, is itself a step towards deciding what can and ought to be done. Men are classified for practical purposes.

Thus the two duties of classification and decision are very closely connected, and if those on whom the former task devolves form a separate body, they should have as intimate and as extended a knowledge as possible of the ameliorative steps that can subsequently be taken.

It may be noted that in selecting for work from among those who, as the result of classification, are recommended for that particular kind of assistance, the numbers to whom a call should be given will vary, (1) according to the completeness of the knowledge possessed concerning the applicants, and (2) according to the work that is being offered.

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\* See General Order (Metropolis) of the Local Government Board: Printing and circulating weekly lists (Feb. 14, 1878).

The names of those who refuse work, or who fail to put in an appearance on being summoned, should, unless a satisfactory reason is forthcoming, be put on a special list among the rejected applications.

Whatever preliminary work of investigation and classification may have been done by individuals, it is desirable that the final selection for work should be made by a Committee. In one district in which the work of enquiry was carefully organised, the final step was always an interview by the Committee, when the men were "closely questioned." Both as an aid in getting finally at the most suitable men, and as a step that brings home to the Committee the sense of its corporate responsibility for what is one of the decisive acts of its administration, great importance attaches to this interview.†

The general lines of classification, indicating those who in various degrees are to be considered as eligible for employment, may be laid down, but it will often be found that the individual, though representing a type concerning which the general principles may seem to be perfectly clear, presents a much more complex, because a much more personal, problem than the type can ever suggest.

Thus a man may seem to have one of the strongest claims to selection for employment. In the past his work may have been regular, even above the average; he may be a skilled mechanic or artizan; the spell of unemployment may have been a long one, and brought about by no personal failing; he may have a wife and family dependent on him, and no supplementary earnings or other resources available, and finally, he may have a good home and children who are normally well cared for. It would appear on the face of it that such a man should be "recommended for employment" without hesitation. But his real need may be quite different. He may, for instance, want, in the first place, a chance of regaining lost strength; or employment may be open to him if his tools could be got out of pawn; or he may have friends or old employers in other parts of the country ready to help him if they could be communicated with; or he may be a member of a decaying trade, with little or no prospect of regaining ordinary employment at his proper calling, for whom temporary work would have no appe-

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† Cases should, it may be noted, be always considered apart from all question of the date at which their application was made, since lateness in applying for relief work is very often to a man's credit. Experience shows that in times of prolonged and exceptional distress, the man whose intrinsic claim is greatest is often among the last to present himself. He holds aloof as long as he can, and ought not to be penalized in any way for so doing.

cial value. To offer this alone would not only be treating him wrongly, but would be keeping out someone for whom temporary employment was right.

The foregoing is but an illustration of the care that has to be exercised if diagnosis is to be correct. The difficult problem presented by the member of the well paid seasonal trade, necessitating, as its solution does, knowledge as to whether the seasonal fluctuation has been abnormally excessive or not; or the case of the steady man who has been employed at a low wage and regular work, involving as the right decision should do, among other things, as exact a knowledge as possible of the local cost of living for unskilled workers, are further illustrations of the kind of questions with which the Classification and Selection Committees will have to deal.

A further group of cases that, to a great extent apart from the industrial status of the man, presents special need for the exercise of care, are those families in which marriage has been improvident and in which children are still being born.

Although the most fundamental question that the Committees have to answer is as to whether or not help of any kind shall be given, the work of classification is a constant reminder that when the decision is in the affirmative, this will often involve much more than the mere offer of a spell of employment. Even if work of an appropriate kind is available, simple employment, as has been seen, is often not what is wanted. Moreover, if it be the appropriate form of assistance, offering it is often performing only part of the task. Unemployment Committees will be constantly discovering needs which ought to be met, but which would otherwise have been overlooked. Among these some of the more obvious have been already mentioned, such as assistance to regain health, in redeeming tools, in migrating or emigrating.

Less generally recognised is the need of cultivating a certain hygienic standard of person and belongings in the case of those helped. Help given to the unhealthy household with no attempt to see that in such a case steps are taken to win back recoverable health, would be an injury to the community; and one of the great opportunities often furnished to the visitors of the Unemployed Committees is to persuade those assisted to adopt a higher standard in their home life. Greater care in the exercise of the domestic virtues of spending wisely, and of keeping things clean, must often be the by-products of unemployed administration, or this administration will fail, inasmuch

as having discovered remediable evils it gave assistance without laying down the reasonable condition that these evils should, as far as circumstances allowed, be remedied.

In some cases the relations thus established might provide exceptional opportunities for safeguarding the industrial future of the younger generation, and urging that the boys, at least, are taught suitable trades, so that, at least for them, the risks of disorganised casual employment may be diminished.

For these and analogous reasons it is necessary to obtain as complete a co-ordination as possible of allied forms of social effort. The weakness of so much well-meaning charitable effort at the present time is that with excellent intentions the evils of poverty, of recklessness, of acquiescence in a low physical and hygienic standard, are met by measures that may indeed ease the situation for the moment, but which do little or nothing to reach the personal root of the matter—that are never preventive in their action and leave the real causes of the evil unprobed, very often unknown. By whatever means that may be possible and appropriate, by measures whether of sternness or of kindness, it must be the ideal of unemployed administration to see that the offer of employment or whatever step is recommended, is more than the palliative of the moment; that it leaves men more independent than it found them, their industrial status unimpaired, if not improved, and their homes, when these have been characterised by mismanagement, by lack of parental foresight, or by the acceptance of a low hygienic standard, raised.

Towards the right reading of the problem of unemployment a considerable advance has been made during the past twelve months, and it may with safety be asserted that never before has the expenditure of thought and care and sympathy upon this great problem been so widely spread in London, or the endeavour to bring the dictates of an enlightened and sympathetic judgment to bear upon it been more generally made. For the first time many responsible members of the community in every part of London have realised how very human and personal and essential have been the duties underlying the various functions of the Local Committees. It has, moreover, been gradually realised by larger numbers that the aim in making provision for certain classes of the unemployed, is more than remedial in character, and as has already been implied, that the ulterior purpose is to bring influences to bear that shall, whenever possible, eliminate the causes of their distress and the risk of their permanent degradation.



### III.—WORKS COMMITTEE.

THE first meeting of the Works Committee was held on Friday, December 9, when the Rev. J. H. ANDERSON, Mayor of Wandsworth, was elected Chairman.

The Works Committee was entrusted with the carrying out of all schemes of work in London or sufficiently near to London for the men employed upon them to sleep at their own homes every night.

As the conditions of this work approximated far more closely to those of normal industry than did those of the working colonies, the Committee had to consider at the outset the method to be adopted to reduce the danger of attracting men from ordinary employment. The original scheme suggested that this should be done by a reduction of possible earnings. The Committee, after careful consideration of the available alternatives, decided that this end would best be attained by a reduction of the number of hours per day, rather than of the rate per hour or of the number of days per week.

As will be shown later, at most of the works opened by the Works Committee, the wages were fixed by the authorities controlling the estates upon which the work was carried out, according to the rates paid to their ordinary employees. In the case of the London County Council works the minimum rate per hour was fixed; at the Green Park the rate per week. The Committee was therefore compelled to rely, for the desired end, upon the comparison of the hours per week with those of ordinary employment, upon the steps taken by the Classification Committee to secure the selection of men to whom the rate of wage should not be unduly attractive, and upon the effect produced by accidental conditions, of distance and inconvenience, attaching to certain of the works.

The reference to the Sub-Committee suggested the following varieties of possible work :—

- (a) Extension of Borough work (arising out of correspondence with Borough Councils);

- (b) Metropolitan work (arising out of correspondence with Metropolitan authorities);
- (c) Extra Metropolitan work (arising out of correspondence with local authorities outside the Metropolis);
- (d) Departmental work (arising out of correspondence with Government Departments).

In accordance with this instruction, enquiries were addressed to the various Joint Committees asking whether additional work could be put in hand if the Central Committee were prepared to contribute towards any extra cost incurred by utilising unemployed labour. Letters were also sent to the various Metropolitan Authorities, including the London County Council, the City Corporation, the Metropolitan Asylums Board, the Metropolitan Water Board, and the Thames Conservancy; also to the Ecclesiastical Commissioners, and later, to H.M. Office of Works, and to the Office of Woods and Forests, asking whether these authorities could co-operate in the provision of employment.

The replies received from the Borough Councils raised so many questions of finance and of the principles to be laid down for the selection of the men, that the whole subject of grants in aid of Borough work was referred to a Special Sub-Committee composed of the Chairmen of the Standing Sub-Committees. (See Section V., Grants Committee.)

As the result of correspondence with the various Metropolitan Authorities and Government Departments, the following works were put in hand:—

- (1) In connection with the London County Council :
  - (a) At Long Grove, near Epsom ... .. 900 men.
  - (b) In various London Parks ... .. 600 men.
  - (c) On the Housing Committee's Estate  
at Totterdown ... .. 20 men.
- (2) In connection with the City Corporation :
  - Painting work on the City Markets ... 71 men.
- (3) In connection with H.M. Office of Works :
  - In the Green Park ... .. 300 men.

#### 1.—LONG GROVE.

The work at Long Grove consisted for the most part in treble digging or trenching several large fields on the site of the new County



Asylum, for the purpose of clearing the ground, which had become thoroughly foul, for future cultivation by the patients. There was also a large amount of work in levelling banks along the hedgerows, felling trees and clearing away undergrowth, in order to enlarge the area of cultivation.

The Committee provided the labour and supervision. The London County Council Asylums Committee planned out the work and provided tools, and undertook to value the work when completed and to make a recoupment thereon. The Council stipulated that the men should be paid at not less than the normal rate paid by themselves and imposed upon all their contractors for similar work within the 12 mile radius, viz., 7d. an hour; that the hours should not exceed their normal number, *i.e.*, an average of 48 per week all the year round; and that the men should not be paid on the works nor allowed to loiter in Epsom after hours.

In accordance with the principle of continuous employment, laid down in Mr. Long's scheme, and adopted by the Central Committee throughout, all men employed by the Fund had the opportunity of remaining upon the works until the close, if their circumstances and their conduct justified their doing so.

Work was provided in this way for 900 men; 100 went down on the 2nd January, 200 more on the 9th, 100 on the 16th, 200 on the 23rd, and 300 on the 30th. The numbers were kept up to 900 until March 4. The refilling of vacancies then ceased, and the numbers declined to less than 750 on March 17. The works were then gradually closed by the withdrawal of 129 men on March 24, 300 on March 31, 200 on April 7, and the last 100 on April 14.

The men travelled to and from Ewell Station daily, by special train leaving Waterloo at 6.40, the fare per head for parties of not less than 100 being 8d. return, one half of which was paid by the Committee. In view of the fact that for some weeks the number travelling amounted to nearly 900, the amount of the fare was considered excessive, and every effort was made to obtain a reduction, but without avail.

The number of hours was fixed, at the date of starting, in accordance with the practice of the London County Council in January, at 44 per week. The deduction of the railway fare reduced the maximum weekly earnings per head to 23/8, as compared with 25/8 paid to

the ordinary navvies employed by the Council.\* The men sent down by the Committee were obliged, moreover, to spend two hours a day in travelling, in addition to any time spent in reaching Waterloo Station. The hours also were not increased in the usual way as the season advanced. The weekly earnings therefore remained constant, instead of rising, as in the case of the ordinary London County Council employees, gradually to 29/2, and the relative unattractiveness of the Committee's work increased as time went on. This tendency was still further emphasised by the suspension, from February 25, of Saturday work and pay. This was done with the object of warning the men of the exceptional and temporary nature of the work, and of giving them additional opportunities of keeping in touch with their former employers or with possible new ones. It had also the effect of reducing their maximum weekly earnings to 21/8, and thus stimulating the desire to obtain other employment.

At first the men were paid by officers of the Central Committee at the Victoria Hall, near Waterloo Station (kindly lent by Miss Cons for the purpose), immediately upon the arrival of the special train. But as the numbers increased it was found advisable for the men to be paid through the offices of the Joint Committees of the Boroughs from which they came.

In order to maintain the desired relation between the conditions of work and the ordinary earnings of the men employed, the Joint Committees were asked to select men usually in regular work. As a matter of fact, the character and ability of the men employed varied not only according to the trades they represented, but also according to the period at which they were selected, the later gangs containing a larger proportion of men less fitted either by their ordinary occupation, their physique, or their industrial character, for the hard work demanded.

The occupations are given in the table on pages 128-132.

Reports received from the work from time to time seemed to show that about one-third were good workmen, fairly competent for the navy work required, one-third were fair workmen, though not used to the

\* It may be interesting to note that the amount of the "average total weekly earnings of the ordinary agricultural labourers" in the County of Surrey as a whole, "including the estimated value of allowances in kind," according to the Board of Trade Report upon the Earnings of Agricultural Labourers [1905, C'd. 2376, p. 146], is 20/-. Such labourers would not, of course, be maintaining homes in London at London rents and prices.

particular work, and about one-third appeared to be casual labourers unused to laborious work. Even with the less efficient, however, the standard of work improved considerably as time went on, and the great majority kept to the work with remarkable perseverance. The total number of discharges is shown in the Appendix.

A Sub-Committee, composed of Mr. JAMES BROWN and Mr. CROOKS, with the Chairman of the Committee, exercised over the arrangements a general supervision, which contributed greatly to their success.

Owing to the distance of the Estate from any town, it was found necessary to make arrangements for a certain amount of catering. A barn was fitted up for this purpose by the London County Council. It was found that most of the men brought their own food daily, though for a large part of the time a fair proportion bought their meals from a professional caterer who attended, upon his own responsibility, for the purpose.

The work was supervised by a Clerk of the Works appointed by the Committee, assisted by a leading foreman and 9 ordinary gangers, one to each 100 men. The gangers were skilled men, engaged by the Committee from outside, not from amongst the registered "unemployed." That this small staff proved sufficient was chiefly due to the admirable manner in which Mr. DOBBS, the Clerk of the Works, performed the duties of general superintendent.

The greater number of the men were employed in trenching the larger fields, each gang working on one of several parallel trenches. Later on some of the gangs were employed on miscellaneous work on outlying parts of the Estate, while from the first a small amount of lighter work, such as cutting underwood, was found for a few of the men unused to heavy work.

The total number of individual men employed was 1,208; the average period worked by each being  $8\frac{1}{2}$  weeks. The total amount expended on the work was £11,173 8s.

The returns of the work done show the following quantities :—

Treble digging in three large fields, and certain scattered strips, 45 acres in all. Before digging  $1\frac{1}{4}$  acres of this, a small wood covering this area had to be cut down and the roots grubbed up.

Levelling and grubbing up roots, etc., along the edges of fields, 10,000 feet in length, varying from 9 to 18 feet in width.

Ditching nearly 16,000 feet, from 1 ft. to 1 ft. 6 in. in depth.

Clearing water courses 3,000 feet in length by 2 ft. in width and 1 ft. 6 in. in depth.

Levelling 5,610 feet in length, from 9 ft. to 12 ft. in width and 9 in. to 12 in. in depth.

Tracing about 710 feet of old field drains.

A report upon the subject of the value of the work done and the amount of recoupment to be paid to the Central Committee, was presented to the London County Council by the Asylums Committee on May 30. After describing the work as that which "in the ordinary course of events would not have been commenced until the asylum was completed and patients' labour was available," and giving various details, the report continues\* :

"When we decided that this work should be carried out it was agreed that on completion we should consider the amount of the work done, and as to what payment should be made to the funds of the Unemployed Committee for the same. We have now to report that we have obtained a valuation of the work, which amounts approximately to £1,000. In arriving at this figure the fact that a portion of the work could have been done by horse and steam power, also that a small portion could have been left for patient labour, has been taken into consideration, and allowance has been made for the use of tools, etc. Owing to this work having been carried out there is already a certain acreage of land ready for cultivation, garden and orchard use and the grazing of cattle, and notwithstanding certain circumstances, such as the poor physical condition of the men and their being unaccustomed to agricultural work, which tended to make progress slow, we are quite satisfied with the result.

"We propose that the sum of £1,000 should be paid to the Unemployed Committee as representing a fair valuation of the work done."

Accordingly, upon July 14, the sum of £1,000 was paid over by the London County Council to the Central Committee.

Considerable disappointment was expressed by the Committee, and especially by some of the members who had taken an active part

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\* London County Council *Minutes of Proceedings*, May 30, 1905, p. 2190.

in the administration of the work at Long Grove and who were best acquainted with the great amount that had been done, at the smallness of the recoupment offered. The Committee did not of course expect the value of the work to the County Council to amount to any very large proportion of the total amount, about £11,000, spent upon it by the Committee. It was recognised that "unemployed" labour, deliberately excluding horse power and machinery, and necessarily comprising men of many trades, and therefore, even when carefully selected, of varying degrees of skill and physical fitness for the particular work, would inevitably prove costly. It was recognised, further, that much of the work was such as would not be undertaken at that time, if at all, by the County Council, even if it could have been done at the lowest contract rates. But, after allowing for both these sources of depreciation, it was felt that the deductions made by the Council were excessive. Upon the information supplied to them the Committee had estimated that the cost of the work at the lowest contract rates, the greatest possible proportion of it being carried out by machinery and horse-power, and the most expert labour employed, would have been about £5,000. The value to the London County Council—taking into consideration on the one hand the fact that the work was not immediately required; that parts of it, though productive, would never in themselves repay even the contract cost, and that therefore the Council would not have been justified in paying £5,000 to have it done; and on the other hand the fact that it had caused an immediate increase in the productiveness of the land, that it had greatly increased its future value, and that much of it was of far too laborious a nature ever to have been carried out by the labour of the patients,—the Committee estimated at certainly not less than £2,000. It was therefore with surprise that they learned that the Asylums Committee had estimated the amount to be paid at one-half that sum. They believe that this is calculated to give a false impression as to the proportion between the cost and the value of the work.

The Committee desires to place on record their appreciation of the assistance afforded by the London County Council in the provision of employment, not only at Long Grove, but also on the estates of the Parks and Housing Committees; and of the readiness with which the members of the various Committees and their officers placed their experience and their time at the disposal of the Fund.

The Committee also welcomes the tribute of the Asylums Committee to the quality of the work done by the unemployed.

The expenditure incurred over and above the commercial value of the product is justified, and justified only, in so far as it results in the maintenance or the increase of the efficiency of the genuine unemployed, in the preservation of homes, and in the avoidance of the degradation and the cost of pauperisation; and in so far as it achieves these results without sapping the self-reliance of the men helped or their initiative in the search for work.

## 2.—LONDON COUNTY COUNCIL PARKS. &c.

In the London County Council Parks, etc., work was provided as follows :—

Waterlow Park	...	Mudding out Lakes	...	40	men.
Finsbury Park	...	Levelling and re-turfing open space	..	100	..
Hackney Marshes	...	Removing Top-soil	...	100	..
Victoria Park	...	Mudding out Lake	...	160	..
Eltham Park and Avery Hill	...	Levelling and re-turfing Cricket Ground and Tennis Courts	...	100	..
Tooting Common	...	Levelling and re-turfing Cricket Ground	...	100	..
Totterdown (Housing Committee)	...	Removing Top-soil and Making Road	...	20	..
				<hr/> 620 men. <hr/>	

In all these cases the Committee agreed to supply labour and supervision, and plant except in so far as the Council were able to lend from their surplus stock. The Committee understood when undertaking this work, that the same conditions as to recoupment would be observed as at Long Grove. Owing to the fact that the Council was in recess at the time of the offer, and that it was necessary to start at once, if at all, the Committee was unable to obtain confirmation of this condition by the Council, until after the work was carried out.

The wages and hours were determined, as at Long Grove, by the ordinary contract conditions laid down by the London County Council, viz., 6d. per hour for levelling (at Finsbury Park, Hackney Marshes,

Eltham Park and Tooting Common), and 7d. per hour for navy work (at Waterlow Park, Victoria Park and Totterdown). The hours were 44 per week for the month of January, and were not increased as the season advanced. As at Long Grove, Saturday work and pay were suspended after February 25. It was found, however, that the choice of Saturday for this purpose did not produce good results. The suspension of work on that particular day tended to the advantage of men of the semi-coster type who were enabled to profit by the Saturday market, but it did not lead in practice to success in the search for permanent employment.

The work began in the Parks on January 11, and at Totterdown on January 30. The maximum number of men was reached on February 24. The refilling of vacancies ceased on March 4, and with the exception of a small number of men at Waterlow Park, and about 50 at Avery Hill, who remained till Easter, the works were closed on March 31.

The total number of individuals employed was 692. Part of the plant in each Park was loaned by the London County Council; 50 barrows lent by Messrs. AIRD & SON were used at Tooting Common, and at Waterlow Park further plant was lent by the Borough Councils of Hampstead and St. Pancras. The plant purchased was transferred at the conclusion of the work to the Committee's Colony at Hollesley Bay. The total amount spent on the various works was £6.182 11s. 5d.

In allotting vacancies upon the work, the Central Committee urged the Joint Committees to select men accustomed to at least as high a weekly wage as that offered. The experience of the works showed, as at Long Grove, that the earlier parties contained a larger proportion of good workmen. The general standard, however, appeared to be lower than that of the men at Long Grove. The men could be roughly divided into three classes: the capable, who did good work throughout; the willing, who did their best and improved with practice; and the indifferent. Apparently the nearness of the work to the men's homes and to their ordinary surroundings, the presence of onlookers, and the smaller effort required in most cases in travelling to and from the work, led to the retention of the work by many men who would have failed to persevere at Long Grove or at one of the Working Colonies. In some cases where the work of selection had been carefully performed,

its effect was nullified by the transfer by the applicant of the card, bearing the signatures of the central and local secretaries, upon production of which a selected man was taken on, to some different and unauthorised person. Where such impersonation was detected the offender was expelled. It is desirable, however, that some form of signed application should be combined with the card, for presentation by the selected men to the foreman at the works; this would not only deter impersonation, but render the act liable to severer penalties.

Each job was placed under the superintendence of a foreman engaged by the Committee, assisted by as many gangers as the nature of the work required.

A general supervision over the whole of the work was exercised on behalf of the Committee by Mr. F. BUTLER, to whose energy and ability the success of the arrangements, and the maintenance of the standard of work at the various places at a uniform level, are largely due.

With reference to the value of the work done, the following resolution was passed by the London County Council upon a report from the Parks Committee of the Council on April 18, 1905\* :—

“ In compliance with the request made in December, 1904, by the  
 “ Central Committee of the London Unemployed Fund that the Council  
 “ would assist in the provision of work for the unemployed, the General  
 “ Purposes Committee, after conferring with us and upon the authority  
 “ given by the Council on 20th December, 1904, informed the Central  
 “ Committee that there were opportunities at certain parks and open  
 “ spaces for employing a considerable number of men. In response  
 “ to this communication the Central Committee have undertaken—(1)  
 “ The removal of top soil at Hackney-marsh in connection with the  
 “ work of raising the surface of a portion of the marsh; (2) the levelling  
 “ of the boys’ playground at Finsbury-park; (3) the levelling of the  
 “ practice cricket ground at Tooting-common; (4) the levelling of  
 “ ground at Eltham-park, with a view to making it more suitable for  
 “ cricket; (5) the levelling of the grounds set apart at Avery-hill for  
 “ cricket and lawn tennis, and preparing a nursery at that place; and  
 “ (6 & 7) the cleaning out of lakes at Victoria and Waterlow parks.

“ The Central Committee have since asked that some recoupment  
 “ may be made in respect of the expenditure which has been incurred

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\* *Minutes of Proceedings*, p. 1545.



“upon the works in question, and we have arrived at the conclusion  
“that a sum representing the measured value of the works we consider  
“necessary should be paid to the Central Committee. We recom-  
“mend—

“That the Central Committee of the London Unemployed  
“Fund be re-imbursed in respect of works done at parks and open  
“spaces by men employed by that Committee, to the extent of the  
“measured value of the levelling and trenching done at Avery-hill  
“and the cleaning out of the lakes at Victoria-park and Waterlow-  
“park : and that expenditure not exceeding £1,375 be sanctioned  
“in respect of the same.”

On the same date a resolution upon a report from the Housing  
Committee was passed as follows† :—

“On 20th December, 1904, the General Purposes Committee re-  
“ported upon an application of the Central Committee of the London  
“Unemployed Fund that the Council would assist in providing facilities  
“for the creation of work of public utility for genuine unemployed  
“workmen, and the several Committees concerned were empowered to  
“provide opportunities of work to meet the exigencies of the unem-  
“ployed in London. It was suggested that such work as the digging,  
“levelling and making of roads would afford suitable means of employ-  
“ment, and arrangements were accordingly made for a number of men  
“to be employed on the Totterdown fields estate in stripping the turf  
“and excavating and removing earth on the section which still remains  
“to be developed. The General Purposes Committee have now for-  
“warded to us a letter from the Central Committee asking that a  
“contribution may be made towards the cost of the work executed, and  
“while of opinion that the Council should not re-imburse the total  
“outlay, we consider that a sum representing the present value to the  
“Council of the work done should be paid to the Central Committee.  
“About 20 men were employed on the estate for nearly eight weeks,  
“and after having carefully considered the amount and value of the  
“work which they did, we would advise the Council to make a contri-  
“bution of £30 in respect thereof. We are satisfied that the work has  
“been done in a very satisfactory manner, and we recommend—

“That the sum of £30 be paid to the Central Committee of  
“the London Unemployed Fund, in respect of work done by men  
“in their employment on section C of the Totterdown-fields estate,  
“Tooting.”

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† *Minutes of Proceedings*, p. 1523.

As the result of these recommendations, the Central Committee received, upon May 26, the sum of £1,405 in respect of the work done at Totterdown and upon three out of the six London Parks in which improvements were carried out by the Committee.

### 3.—GREEN PARK.

On January 6, H.M. Office of Works offered the Committee work for 150 men in the making of an avenue from Buckingham Palace to Piccadilly, in connection with the Queen Victoria Memorial. The conditions of the offer were that the Committee should advance the sum of £3000 as a contribution towards the cost of the labour (including the wages of gangers and a small sum for cartage), the Office of Works undertaking to supply tools and materials, and to expend £1,000 in skilled work in connection with the operations.

The Office of Works undertook also the whole management of the work, the provision of a superintending foreman and the appointment (though not the wages) of gangers, and the actual payment of the wages to the men.

In view of the urgent necessity of fresh openings for the employment of the men selected by the Joint Committees, the Committee decided to accept these conditions.

The wages offered were the same as those of the ordinary employees in the Royal Parks, viz., 4/- a day or 24/- a week, the hours being from 7 a.m. to 4.30 p.m. until February 15, 6 a.m. to 5 p.m. after that date. The increase of hours did not affect the wages earned and the attractiveness of the work therefore diminished as the season advanced.

The work began on January 18, and 150 men were at work on January 30. In order to complete the work at an earlier date, and to compensate for absences, (which were at one time so numerous that the Joint Committees were asked to enquire into the alleged reasons, with a view to discharge where the justification was insufficient), the numbers were increased during the month of March to 300, and continued at this figure throughout April. One-third of the men were discharged on April 20, one-third on May 6, and the remainder on May 13, the allotted sum of £3,000 being then exhausted.

The scheme was useful to the Committee in the actual administration of the Fund in two ways: it facilitated the provision

of work for the men residing in the Western boroughs, while the London County Council Park work (which was situated entirely in the North, East and South) was open, and it afforded a means of continuing assistance on a small scale to the more necessitous boroughs of the whole of London after the London County Council works had closed.

From detailed reports furnished by the Office of Works, it appears that the characters of the men for work, as judged by the foremen, were as follows: Very good, 6; Good, 71; Fair, 186; Bad, 73;—Total, 336.

#### 4.—CITY MARKETS.

The work of painting the substructure of the City Markets was offered to the Committee by the City Corporation. The Corporation undertook to pay the ordinary contract price of the work, the Central Committee agreeing to pay any extra cost incurred by the engagement of unemployed workmen.

The Corporation undertook the organisation and supervision of the work, including the payment of the wages, and determined the conditions and hours. The Committee decided that the wages should be 7d. per hour (of which the Corporation paid 6d.), at the same time urging upon the Joint Committees the importance of selecting men competent for the work, used to scaffolding, and accustomed to at least as high a wage.

Twenty-three men began work on January 16. The numbers were limited by the necessity of providing scaffolding, but by the middle of March, 47 men were employed on the work by day, while an additional 24 were engaged on Saturday and Sunday nights upon a portion of the work that could only be done while the Metropolitan trains were not running.

Owing to the small number that could be engaged at one time the work was not completed till July 8. By that time 133 men had been engaged upon the work, the average period of employment for each man being 10 weeks.

The Markets Committee subsequently resolved that no demand should be made upon the Fund in respect of the extra cost of the work beyond the payment of the additional 1d. per hour of wages. The total cost to the Fund therefore remains at £236 10s. 4d. The letter

communicating this decision continues: "It has been gratifying  
"to the Committee to have been enabled to assist the objects of  
"the Fund by providing this employment, and they have learned  
"with satisfaction that, upon the whole, the men engaged through the  
"Fund have worked well."

The Committee take this opportunity of expressing their cordial  
thanks to the City Corporation for generously providing an opening  
for employment at so small a cost, financial or administrative, to the  
resources of the Fund.

## IV.—WORKING COLONIES.

The Working Colonies Committee, which met for the first time on Friday, December 2, and of which Mr. G. LANSBURY was elected Chairman on December 5, was created to carry out schemes of work undertaken at a distance from London, and involving the temporary housing of the men away from their families.\*

The management of the more permanent Labour Colony at Hollesley Bay, the site for which had been offered to the Central Committee at its first meeting at a peppercorn rent for three years by Mr. JOSEPH FELS, was therefore entrusted to this Sub-Committee.

The Hollesley Bay Estate, however, was not available until the month of February and the Committee was at first chiefly engaged with temporary schemes of work at Hadleigh and at Garden City.

### I.—HADLEIGH.

The Salvation Army had, early in the autumn, expressed its readiness to provide employment for a large number of men, upon the same terms and conditions as those agreed to by the Mansion House Committee the previous winter, viz., the Colony authorities to house and board the men, provide all tools and materials, and supervise and organise the work, receiving from the Committee the sum of 10/6 per head per week for maintenance.† The work provided by the Colony, though ultimately advantageous, was not immediately productive, and the Salvation Army was not in a position to expend capital in payment for what was done. The various works, however, involved a capital expenditure by the Colony of over £500.

In view of the urgency of beginning work without delay, the absence of any immediately available alternative, and the proved

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\* A scheme of temporary Colony works on these lines was carried out in the winter of 1903-4 by the Mansion House Committee, and is fully described in their Report.

† Including "the cost of food and the preparation of the same; the cost of washing, housing and dormitory supervision, and such personal laundry as the men might require; medical attendance and nursing of sick men"; and a coupon of the value of sixpence, exchangeable at the Colony stores.

advantages of the colony system of work for the unemployed, the Committee decided to accept the offer of the Salvation Army to the extent of 200 men, there being accommodation for that number without expenditure on buildings. For the second 100, however, the Committee was obliged to purchase bedding, which, after the completion of the work, became available for use elsewhere.

The first men employed at Hadleigh, who were also the first men to be assisted by the Fund, began work on December 16. The first party consisted of 60, drawn in equal numbers from 3 of the most necessitous boroughs. The numbers were increased as rapidly as possible to 200, drawn in the same proportions from 10 boroughs. This number was maintained at the colony for nearly three months, vacancies being refilled as they occurred, by fresh men from the same Joint Committees as the men who left. The total number of men thus employed was 327, for periods varying from 1 week to 13 weeks, and averaging  $6\frac{1}{2}$  weeks. The works were closed gradually during the first three weeks of March, the amount allocated to this scheme, £3,000, being then exhausted.

While the men were at work, their families received allowances at the rate of 10/- for the wife, 2/- for the first child, 1-6 for the second, and 1/- each for other children, only those under 14 being reckoned. The scale was calculated to meet the requirements of house-rent and maintenance in London, and the average payment per family was 14/6.\* The men were allowed to return to London for two days at the end of each month to visit their families and to look for work.

In view of the scale of allowance to the families, and the fact that the Committee had selected the higher of the two standards of diet at the Colony, the Joint Committees were asked to select men of Class I. (a) and (b), viz., those accustomed to regular work.† In some ways, however, and particularly in the character of the supervision, the conditions at Hadleigh were better suited to the casual labourer than those of the other works set on foot by the Committee, and it was hoped that the better men first selected might possibly, after a period of testing and of good feeding, be drafted to other works, and their places filled by men of Class I. (c), but this proved impracticable.

\* See footnote on page 75.      † See Appendix, pp. 122-3.

Upon the character and conduct of the men employed, the Superintendent of the Colony thus reports :

“The nature of the work to which the men were put was as follows :—

1. The mending and enlargement of an existing sea-wall. The majority of the men were employed upon this.
2. Digging on the market garden amongst the fruit trees, etc. In all the men dug 14 acres.
3. Getting gravel for road-making, and putting it on.
4. Double digging, *i.e.*, turning soil two spits deep and thus converting grass land into arable land. About 3 acres were thus treated.
5. Turning clay in one of the brickfields. Very little of this work was done.
6. Painting and renovating farm implements and buildings.

“As regards the character of the men sent, looking at them from one point of view, they were slightly superior to the men received from the Mansion House Committee during the previous winter. As a whole they were better workers, but in the opinion of the superintendents here, there was, amongst the men, a large proportion who needed the closest supervision in order to get from them anything like the standard of an ordinary day's work. There was, however, amongst them a better type; and the men belonging to it worked steadily and well, independent of oversight, and it was particularly noticeable that these men exerted the best moral influence over their comrades and attempted to lift the tone of those with whom they worked or messed. . . .”

“While some of the men availed themselves of every opportunity of moral and temporal improvement. . . . there was yet a good proportion of the men that showed no disposition to improve, but regretted that any restrictions upon their behaviour existed on the Colony. . . .”

“There was considerable difference in the character of the men sent by the various Committees. . . .”

“There was considerable physical improvement with all the men that stayed here any time. . . .”

“In many ways advance was shown towards the end of the season. The men's personal laundry increased quite 50%, the bath-houses were more frequently used, the dormitories and sleeping quarters were more

tidily kept, and there seemed to be a kind of *esprit de corps* amongst the residents in each dormitory that tended toward the comfort and good of all. . . .

"Only a small percentage of the men had any desire or taste for an agricultural life. . . . The general lack of ambition in the men was very noticeable."

An appendix, containing reports upon the work of the individual men, based, in most cases, upon comparison "not with the ordinary agricultural or ground worker, but with the standard which has been set up on the Colony for the ordinary colonist to attain," gives the following totals:—Very good, 38; good, 73; steady, 113; fair, 54; bad, 46; not reported, 3; total, 327.

## 2.—GARDEN CITY.

**The Scheme.** The second scheme of work carried out by the Working Colonies Committee was a temporary colony for 300 men on the Estate of the Garden City Company, near Hitchin.

The Garden City Company offered the Committee a definite piece of road-making connected with the future development of the Estate, to be executed by men employed by the Committee. The Company undertook to pay the value of the work done (making allowance for depreciation and deferred value), at the ordinary contract rates of the district, out of capital subscribed specially for this purpose in response to an appeal issued by the Company.

As there was no available accommodation for the men in the neighbourhood of the work, the Committee decided to create a temporary colony upon the lines of the Mansion House Scheme of 1903-4, the men to receive board and lodging and 6d. a week pocket-money, while an allowance was paid to their families at home.

**Erection of Buildings.** For the necessary huts the Garden City Company made an offer, that if the buildings were made to conform to a slightly higher standard of material and design, they would either take them over at half cost on the completion of the work, or rent them from the Committee during the summer, as might be subsequently agreed. Plans were prepared by the Company's Architect and accepted by the Committee, the date



estimated for the completion of the buildings being the middle of February. The buildings were of weather-boarding lined internally with fire-proof asbestos slate, and consisted of five dormitories arranged on three sides of a rectangle. The fourth side was occupied by a dining hall, with kitchen, office and bedrooms for the staff attached. There were large lavatories attached to two of the dormitories, and also a store-room, and an out-house for the cooking plant. Most of the men slept in bunks arranged in two tiers along the walls, the rest on bedsteads placed down the middle of the floor. While these buildings were being erected, provision was made for the accommodation of a small number of men at Letchworth Hall, and a party of 20 men, with a superintendent appointed by the Committee, began work on January 10th.

A second party of 20 went down on January 24. The new huts, however, took much longer to erect than had been anticipated, and by February 15 only these earlier parties could be transferred from Letchworth Hall. On February 28 it was possible to house 100 men; but the buildings were not really completed, and the full number of men at work, until the middle of March. The loss of time thus caused considerably affected the working of the Scheme. It reduced the power of the Committee to offer assistance during the worst period of distress, and it caused some amount of confusion, both at the Colony and in the preparation and despatch of the parties of men.

The whole Colony was placed under the management of a Superintendent, assisted for the out-door work by a general foreman and gangers, and indoors by a store-keeper, and a head cook with one skilled assistant. **Administration and Management.** Mr. SCOTLAND, the Superintendent, proved not only thoroughly competent in the ordinary duties of a clerk of the works, but also possessed of the special qualities required for dealing with "unemployed" workmen in a resident colony. The Colony was visited week by week by a Sub-Committee consisting of Mr. LEONARD COHEN and Mr. H. LOCKWOOD, accompanied from time to time by other members.

The conditions as to period of continuous employment, monthly intervals, and allowance to families, were the same as those at Hadleigh (see p. 62 and footnote on p. 75).<sup>\*</sup> The 6d. coupon system was, however, found to be inconvenient, and a cash allowance was soon substituted. The feeding of the men was at first carried out under contract by a local

<sup>\*</sup> See also, for conditions, instructions and recommendations issued for the use of the Joint Committees, Appendix, pp. 137-9.

caterer. Upon removal to the new buildings, however, the Committee abandoned this system and undertook the catering themselves. Although this change involved the appointment of a cooking staff and the purchase of a larger amount of plant, the expense and trouble was more than compensated for by a gradual reduction of the cost. The entire cost of maintenance, during the later period, including wages of cook, assistant cook, and six kitchen helpers, all tradesmen's and laundry accounts, and the 6d. allowances, finally averaged, per head per week, 6/6 to 6/9. The diet was plain but ample, consisting of a substantial breakfast, a dinner of meat, vegetables and pudding, and a tea of bread and butter and jam. When the full number of men was present, meals were served in two batches, at the following hours: breakfast, 6.30 and 7; dinner, 12 and 1; tea, 5 and 5.30.

Supplies of under-clothing were kept at the colony and sold to men, at cost price, as required, the cost being deducted in weekly instalments from the family allowances. Boots were supplied on loan to every man, his own pair being returned on his departure. The boots could, however, be purchased on the same terms as the clothing.

The authorities of the Garden City Company and the residents of the neighbourhood took considerable interest in the men from the first, and in February a Committee was formed, upon which the Fund was represented by the superintendent, and the men by delegates from a committee of their own, to arrange for entertainments and for meetings on Sundays. A series of concerts, lectures, addresses and discussions was maintained throughout the duration of the Colony.

Arrangements were made for medical attendance in case of illness.

**Valuation  
of the  
Work Done.**

The work was laid out by the Garden City Company's Surveyor, Mr. SCOTLAND being responsible for working to the specification and for keeping records of the amount completed. Mr. HARLEY HECKFORD, Borough Surveyor of Poplar, kindly undertook the valuation of the work on behalf of the Committee. Mr. PAGET WADDINGTON, Borough Surveyor of Marylebone, who had offered his services, being prevented by illness from doing so. The Committee are very greatly indebted to Mr. HECKFORD for his services in this arduous task. His exhaustive report submitted on July 6, showed that the value of the work done, as agreed with the Company's Surveyor, was £1,562 11s. 5d.; of this £374 2s. 8d. was for work done in advance of the Company's needs

and therefore subject to a deduction of 25%. The net value certified was therefore £1,469 os. 9d. The amount of work done, and the recoupment to the Committee, would doubtless have been greater but for unforeseen circumstances, such as the necessity for carting a considerable quantity of the material, and the failure of the Garden City authorities to keep sufficiently in advance of the men in the planning out of the work.

With regard to the quality of the work done, Mr. SCOTLAND, the Superintendent, reported that though it had taken longer to do, it had proved, on completion, at least as good as that done on other parts of the Estate under contract. This opinion is confirmed by Mr. HECKFORD, whose supplementary report (October 17) concludes: "Although the men employed on the works were of all trades and descriptions, the work was satisfactorily carried out, and at the date of this report appears in every way equal to that carried out by skilled workmen."

**Progress  
of the  
Work.**

The aggregate number passed through the Colony was 497, and the largest number of men present at the Colony on any one day was 308. The trades and occupations represented, and the respective numbers, are given in the general table.\*

The work having been begun rather late, was continued till well into May. About the middle of the month the numbers were reduced by one-half. The remainder were gradually discharged until on June 1 the specified work was completed, and only a small party remained to clear up and to remove the plant. Arrangements had been made to have the bedding, utensils, etc., stored in the neighbourhood, for use in the event of the Colony being re-opened next winter.

With regard to the buildings, an agreement was made with the Garden City Company by which the Company rented them from the Committee during the summer. At the end of six months the Committee has the power either to resume occupation or to hand over the buildings permanently to the Company at one-half their original cost.

**Permanent  
Settlement.**

From the first it had been hoped that some of the colonists might find permanent work in the neighbourhood in connection with the development of the Garden City. Towards the end of the period enquiries were made by a local committee as to the demand for labour, as to the

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\* Appendix, Table C.

willingness to undertake work that might be offered, and as to the suitability of the men at the Colony. The London Committee undertook to assist in the removal of suitable families, if the prospect of permanent work seemed sufficiently certain. In the end it proved that the provision of housing accommodation on the Estate was not sufficiently advanced for the settlement of many families, while the rate of wages current locally was not high enough to allow of the separate maintenance of homes in London. Up to the present time two men have actually obtained work on the Estate, and have removed, with their families, to Garden City. They are housed in two of the cottages erected by Mr. CHRISTIE MILLER, at the close of a similar temporary colony of unemployed from West Ham. The Committee were glad to have been able to assist this colony, at its start, by the loan of part of the huts for two nights.

The following extracts are from a report upon certain features of the work made by Mr. SCOTLAND, the Clerk of the Works, at the request of the Committee:—

**Superintendent's Report.**

"I found the general conduct and character of the men employed on the Colony to be, on the whole, very good. . . ."

"The efficiency of the men at their work was only fair compared with men on ordinary contracts. I put this down to men from the different trades who were not used to pick and shovel work, the men who came down as general labourers being best suited for the work. Several of these did not do very well, idling as soon as an opportunity occurred. The others worked very well, and I found amongst them a lot of very good workmen."

"The physical condition of the men improved very much as time went on, the first week or two making a big difference to them, especially to those who were run down through want of food. Their conduct and appearance (cleanliness and dress) improved very much also, as time went on, owing, in my opinion, to their general surroundings and the fact that they were under discipline and had to be in by a certain time every night."

"Their skill and ability on the works improved as time went on, and several men who were really willing, picked it up very soon, although they had never done any work of the kind before. Others took quite a long time, and never seemed to take an interest in their work, and had constantly to be shown how to do it."

“ . . . As a rule, men who were really no good were found out and discharged the first week ; some of the men kept doing fairly well for a week or two, and then got tired and left of their own accord. . . . This generally happened the second or third week.”

“The majority of the men, I think, preferred their ordinary employment, as they would then be at home and have home comforts. There were a few of the men who preferred the Colony, giving as their reasons the general surroundings, the cleanliness and the health of the place, compared with their homes in London, and were anxious to stay on, expecting to get permanent work on the Garden City.”

“The men spent their 6d. a week, mostly, ‘along with remittances from their wives,’ in tobacco, matches and stamps. Several of the men may have had a glass of beer during their walks round the Estate, but only six cases of drunkenness came to my notice. Men going on furlough, in my opinion, did not use their time in looking for work. There may have been a few who did, but the majority seemed to look upon it as a holiday. . . .”

“The reasons given by the men leaving the Colony were not, in my opinion, always genuine. several of them reported that they had found work and wished to go home, but I think a few of them were really tired of the constant work, and gave this as their reason, to get a holiday,—as a lot of them came back to the Colony again after about a week’s absence, stating that the work was not to begin for another two or three weeks.”

“Men reporting themselves sick were always given a note and sent to the Doctor, and a note was always sent back stating the complaint the man was suffering from. If serious, and the man wished to go home, he was always sent, as there was no accommodation for sick men at the huts. In my opinion, all these cases were genuine.”

“ . . . The men were divided into seven gangs, each ganger having under him 35 to 40 men. . . . A walking ganger was placed in charge of all gangers and men and outside work, to see that work was carried out as ordered. One ganger was in charge of the huts, wash-houses, etc., one man being allowed him for each hut, their duties being to make up beds, sweep, and wash out, and keep everything in good order.”

“ . . . Boots I found some difficulty with. I would suggest that men arriving on a Colony and wanting boots, should have them at cost price, in the same way as the clothing. Also that outside gangers

should be employed, and that they should be held responsible for all tools under their charge, proper lists being made out and given to each ganger."

"I noticed that the men who came down later were much better men than those who came down at the beginning, being better behaved and better workmen. We had, at the latter end of the contract, to do several hundred yards of sewer work. Each man was measured out a day's work and told he would be finished for the day as soon as he got it done. The measurement of the work was 9 ft.  $\times$  2 ft. 6 in. wide  $\times$  8 ft. deep. Fifty men were started, and as many as 20 got their length out by 2 o'clock in the afternoon, another 20 getting out before 4 o'clock, and 10 or so men were left to finish at about 5.30. In my opinion this is very good, and proves that if arrangements could be made so that a day's work could be given to each man, his average earnings per day would be good, and would clear all expenses. Of course there would be a certain number of wasters, but these would very soon be found and discharged. . . ."

Mr. SCOTLAND's reports upon individual men give the following totals:—Very good, 29; good, 237; fair, 139; bad, 75; no report, 17; total, 497.

**Report of  
Rota Sub-  
Committee.**

The Committee is also indebted to Mr. COHEN and Mr. LOCKWOOD for regular reports submitted by them as the result of their weekly visits to the Colony. These reports, recording personal observations of an experiment carried out under conditions of considerable difficulty, contain a variety of useful suggestions for the conduct of such work in the future. A large number of these suggestions apply only to the management of this particular Colony, but some of the conclusions, as regards both the design of buildings and the arrangement of the work, apply equally to any similar scheme of temporary colony employment, where plans may have to be made at short notice.

It is, for instance, recommended that special care should be taken that the kitchen accommodation is really adequate; that there is sufficient day room for the full number of men during meal times and in wet weather; that the superintendent should have an office remote from the noise of the day rooms and kitchen; and that the dietary should contain less meat and more farinaceous food than has hitherto been the case.

In the matter of management and discipline, it is held that at meals the men should be arranged in 'messes' of (say) twelve, of whom one should be held responsible for the articles used by the mess; that there should be a weekly count over of all articles used; that there should be a nightly roll call, absence from which, for insufficient cause, should be a reason for dismissal.

It is advised that Local Committees should endeavour to ensure the personal cleanliness of every man sent to the Colony, and that special enquiries should be made before a re-admission order is granted to any man who has left the Colony on the ground of prospect of work, or for any other reason.

In the proper supervision of the work it is recommended that the men should be employed in gangs not too large and not too close together, the work being planned out well in advance so as to admit of this; and that, for a Colony of 300 men, a staff of four gangers, appointed from outside the Colony, in addition to an out-door foreman responsible for all the gangs, and the superintendent who has charge of the whole Colony, should be considered the absolute minimum.

The receipt of money by the men in the Colony from their wives should be discouraged, the allowance paid to the latter being presumably only sufficient for the support of the home and family.

### 3.—HOLLESLEY BAY.

The Working Colonies Committee also had charge of the more important scheme for a permanent Colony at Hollesley Bay, near Woodbridge, in Suffolk.

At the first meeting of the Central Committee a letter was read from Mr. JOSEPH FELS, offering to the Committee the loan, for three years, at a peppercorn rent, with option of purchase at any time within that period at the original cost price, of an estate of 1,300 acres, for the purpose of establishing a Labour Colony. This public-spirited offer was cordially accepted by the Executive on December 2, and the decision confirmed by the full Conference on the same date.

The legal processes connected with the purchase delayed the transfer of the Estate, and it was not till February 25 that it came into the possession of the Committee. Mr. G. LANSPURY, Mr. J. R. NEAL, and the Rev. H. RUSSELL WAKEFIELD, were appointed trustees on behalf of the Committee under the agreement with Mr. FELS, and

have formed, with one other member of the Committee, appointed by rota, a Sub Committee for periodic visits to the Colony.

A complete survey of the property was made by Messrs. POWELL, of Lewes, at a reduced fee, and the following Preliminary Memorandum, describing the Estate and the plans for its development for the use of the unemployed, was drawn up by the Committee:—

“The Estate is one of 1,300 acres, of which about 500 acres are arable and the rest pasture, with some woodland and an extensive heath, part of which has been already brought under cultivation by former owners. The Estate is thus exceptionally well suited for very varied agricultural and labouring operations. It is well stocked, and in good general order. The extensive buildings of the late Colonial College and the 23 cottages on the Estate provide accommodation for at least 300 men. There are, in addition, a number of farm buildings and well-fitted workshops (carpenter’s shop, shoeing forge, blacksmith’s and wheelwright’s shops, etc.).

“In the use of the Estate three ends will be kept in view :

“1.—*The provision of special work for periods of exceptional distress.*

“In order to meet the exigencies of periods of exceptional depression, certain works connected with the improvement of the Estate will be reserved, as far as possible, for this purpose, *e.g.* :

- (a) Road-making.
- (b) Reclaiming the heath land.
- (c) Strengthening the sea-wall.
- (d) Brickmaking.
- (e) Making tables and chairs required on the Colony, repairs to furniture, etc.
- (f) Painting.

“Hollesley Bay will have the following amongst other advantages in making the above provision:—

- (a) Accommodation for a considerable number.
- (b) A permanent and qualified staff.
- (c) Adequate arrangements for catering and supervision.
- (d) Interference with ordinary industry reduced to a minimum.



(c) The advantages of the work will accrue to the Colony itself.

“2.—*The provision of more continuous work for men who are not only in exceptional need of work, but who have either already lived upon the land, or show a marked aptitude for country life.*

“(a) *First Stage.* Probationary period of (say) three months, during which the men would live in the College buildings, their wives and children being supported in London.

“(b) *Second Stage.* Should the probationary period prove that the men have strength and ability for agricultural work, it is proposed that in suitable cases wives and children shall be brought down from London, and that cottages be allotted to these families for a further period of (say) from 6 to 9 months.

“Training to be especially adapted to preparing the men for permanent work in the country as gardeners or farm labourers. Every effort will be made to interest the wives in country ways and in methods of living, and when the London home is broken up, agricultural rates of pay will be adopted, all customary perquisites, allowances, etc., being taken into careful consideration.

“3.—*The establishment of suitable men and families in agricultural or other rural industry*—in various forms, e.g.,

“(a) Ordinary farm situations—preferably in districts where wages and conditions are good and where a movement towards small holdings, allotments, market-gardening, co-operative farming, etc., is developing.

“(b) Market-gardening or ordinary gardeners' situations.

“(c) The establishment of small holdings, in the neighbourhood of the Colony or elsewhere (either with or without some intervening period of service elsewhere under “a” or “b”). This will be the hope held out to the picked men on the Colony.

“(d) Emigration.

“At every stage, and from every class, it is probable that men especially suitable for Emigration will be found, and, where necessary, special training for Emigration will be given.”

**Opening of  
the Colony.**

In spite of the issue of an advertisement to which some hundreds of replies had been received, the Committee had been unable, by the end of February, to discover a suitable Superintendent for the new Colony. In order to avoid delay it was therefore decided to appoint Mr. W. B. DEAN, of the Forest Gate Poor Law Schools, as temporary Superintendent for the first month or six weeks, the Poplar Guardians kindly granting him leave of absence for the purpose. Mr. DEAN stayed till April 8, and during that period earned the appreciation of the Committee for the manner in which he carried out the duties entrusted to him, and laid the foundations for the organisation of the work. He went down on February 28, with 10 men, to prepare for the first parties, and between March 6 and March 15 another 90 men had travelled down, in parties of 20, to begin regular work on the Colony. A second 100 men went down, in parties of 20, between March 31 and April 10. The 200 men thus selected were drawn from all the Boroughs in the proportion of the scale of allotment given on page 28.

On March 31 Mr. BOLTON SMART was appointed Superintendent of the Colony, and on April 6 he took up his duties. Mr. SMART spent some years in the East End of London, and was one of the Hon. Secretaries to the Mansion House Unemployed Committee which conducted the experiment at Abbey Mills in 1892. Latterly he has been in charge of a Settlement in Ipswich, where he has become familiar with local conditions and taken part in local administration. He has thus had a long experience of social work in general, and unemployed administration in particular.

On May 26 Mr. GERALD BALFOUR, President of the Local Government Board, visited the Colony, and inspected the men at work and the premises and gardens.

**Conditions:  
Payments to  
Families.**

The men are maintained on the Colony for continuous periods of one month, receiving board and lodging and 6d. a week pocket-money. Boots are lent to them on arrival and underclothing is supplied where required, the cost being deducted in weekly instalments from the family allowances or the men's pocket-money. For the families the Hadleigh and Garden City scale of allowance to the families has been provisionally adopted (see Hadleigh, p. 62). This scale, which averages 14 6 a family, was based upon the estimated expenses of London life; and it will certainly be modified in cases of removal to the country, even

where the system of money allowances is maintained as an intermediate step towards the payment of ordinary country wages and allowances in kind.\*

As in all the schemes of Colony work,† the Joint Committees were urged to arrange for the families to be paid week by week by visitors in the homes. By this means the families would have access to advice or assistance, in case of need, during the temporary absence of the breadwinner;‡ and the Committee would be able gradually to collect material for a judgment as to the suitability of the family for removal to the Colony for training with a view to migration. Unfortunately this valuable part of the scheme was not in very many cases carried out this year. Such evidence as has come to hand indicates that, with extremely rare exceptions, the families fared well under the arrangements made by the Central Committee. It is in every way desirable, however, that the period during which a double home is maintained should be as short as is consistent with the proper testing of the men, and that it should be utilised for the formation of a preliminary opinion upon the suitability of the family.

The two-fold function of the Colony, as a place of temporary employment and as a school of agricultural training, was kept in view when the first allotment of vacancies was made. Special care was taken with the selection. The Joint Committees were urged to choose men who, as regarded both themselves and their families, seemed likely to show an aptitude and a desire for migration or emigration, while copies of the original case-papers, showing the men's London records, were obtained from the

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\* It is worthy of note that in the recent Board of Trade Returns (C'd. 2337, p. 21), the average weekly cost of food consumed by families living in London and the suburbs, with a family income of less than the 25 s. a week, is given at 14/1½. The average number of children living at home in these families was 2.4, and the scale allowance made under the recommendation of the Committee would thus have been about 14/3. Against the saving that would be effected through the man's absence must be set other necessary items of expense, besides food,—notably rent, averaging for similar families, according to the Board of Trade estimate, 4/1 per week (*id.* p. 32, "Weighted scale"); fuel and lighting averaging, according to the same authority, 2 1 per week (*id.*); and clothing. On the whole, the reasonableness of the scale recommended by the Committee for adoption during the maintenance of the London home is strikingly confirmed by the official returns.

† *cf.* Appendix, p. 138.

‡ Some less satisfactory ways of attaining this end are described in the Report of the Mansion House Committee of 1903-4, pp. 11-12.

Joint Committees and forwarded to the Superintendent for his guidance in dealing with the men. Out of so large a number as 200, a considerable proportion were, however, naturally chosen on the ordinary grounds of industrial suitability accompanied by exceptional distress, and were men who could therefore be expected to regain work in London when trade should revive.

The period of employment for those not ultimately selected for further training was limited to three months. Occasional vacancies occurring within this period, to the number of about 70, were re-filled by the Joint Committees. As the expiration of the three months approached, the Superintendent submitted a list of men, amounting to nearly 100, whom he was keeping under special observation. Arrangements were made by the Committee to have the homes of these men visited by a representative of the Central Office, in order that reports might be received upon uniform lines, as to their apparent suitability for permanent migration. The lack of cottage accommodation for the immediate transfer to the Colony of families favourably reported upon, rendered it advisable to limit the number visited at the moment. But as the result of this double observation, of the men at the Colony and, so far as it went, of their families in London, about 75 men were retained after the allotted period for further training with a view to settlement. The rest of the men, having received temporary assistance during a period of exceptional distress, returned to London between the latter part of May and the end of June to seek ordinary employment. The number of selected men was further reduced by withdrawals or discharges during the next three months to about 45. The selected men receive an additional "clothing" allowance of 1/- a week. This sum is placed to their credit in a special fund, from which they can draw as required for the purpose of renewing their clothing. Should one of them leave the Colony, any balance there may be is handed to him. But it may be forfeited, at the discretion of the Superintendent, in cases of discharge for misconduct.

In the middle of September, in view of the need for more labour on the Colony, and of the existence of distress in London, a fresh allotment of 50 vacancies was made, the men once more being selected on the ground not only of character and distress, but also of prospect of ultimate suitability for selection. The total number of men on the Colony has thus been 305. The period of stay of the selected men to date (September 30) has averaged  $17\frac{3}{4}$  weeks. The periods of employment of non-selected men (exclusive of the latest parties) varied

from 1 to 12 weeks, averaging  $5\frac{1}{4}$  weeks. The occupations of all the men are given in Table E of the Appendix.

**Administra-  
tion.**

The Superintendent has entire control, subject to the instructions of the Committee, of the whole of the administration of the Estate. This includes the farm department, which is under the management of Mr. JOHNSON, formerly Farm Bailiff to the Colonial College, and which employs, besides the colonists themselves, about 30 agricultural labourers and boys; the market garden and fruit department, which is in the care of Mr. JOHN WOLTON, the head gardener, under the direct supervision of the Superintendent; the workshops in which the repairs, etc., needed on the Estate are carried out; an out-door department for the painting and repairing of the premises; and the in-door department, employing a clerk and store-keeper, and a professional cook, assisted by some of the colonists themselves.

**Indoor  
Department.**

The Colonial College, in which the men are housed, consists of a single building more than 120 yards in length, comprising Superintendent's quarters situated at one end, a series of rooms, including offices, day-rooms, dining-hall, kitchens and lavatories opening out of a long corridor upon the ground floor, and dormitories affording accommodation for 300 men upon the ground and upper floors.

The hours are as follows:—Get-up bell 5.45 a.m. (fold blankets, turn mattress, wash, etc.); work bell 6.15 (get tools ready); 6.30 every man at work wherever he may be required on the Estate; breakfast 8.0 a.m.; work 8.30; dinner 12.0; work 1.0; finish work 5.0; tea 5.15; supper 9.0; bed 9.45; lights out 10.0. A simple diet is provided, designed to meet the requirements of men working in country air. The cost for food only per head per week has varied according to season, local conditions, and the number of men in residence. From April to June, when the numbers were between 138 and 180, the cost averaged  $6/3\frac{3}{4}$ ; while from July to September, with between 45 and 80 men, it averaged  $7/1\frac{3}{4}$ . There is ample accommodation for the men during the evenings. Through the kind efforts of the Rev. H. RUSSELL WAKEFIELD, billiard and bagatelle tables have been provided, and also a piano, while the Poplar and Stepney Public Libraries supply back copies of newspapers. On three days in the week the men entertain themselves; on two others there are lectures

or debates; and on Saturdays, concerts, mainly conducted by the men themselves. On Sundays a service is held, and an adult school is being organised. This school, with the week-day activities, will be managed by a committee mainly composed of the selected men, the Superintendent having been chosen President. It is hoped that arrangements can be made for speakers and concert parties from outside to visit the Colony from time to time. There will be lectures not only upon subjects of general interest, but also upon various departments of agriculture and country life. The pamphlets issued by the Board of Agriculture, for instance, will be explained in non-technical language, and as far as possible with the aid of illustrations.

For outdoor recreation, cricket and football have been organised. Sports and matches have been held on Bank Holidays, and the usual agricultural festivities at harvest time have been observed. On these occasions the farm labourers and their families have joined with the Londoners on cordial terms.

Several of the men sent to the Colony have been from time to time engaged in carrying out repairs, and in painting and decorating work upon the buildings themselves. Others have been employed in the workshops—which include blacksmith's, carpenter's, harness-maker's, and boot repairer's shops—in the kitchen, and in the laundry. By this means occupation has been found for skilled men, or for men physically unfitted for work on the land, but yet qualified for temporary assistance. But in all cases where there has been any desire for agricultural training or any prospect of suitability, the men have been employed as far as possible in one or other of the agricultural departments.

**The Market  
Garden and  
Fruit Farm.**

The greater number of the men have been employed in laying out a portion of the Estate for the purpose of market gardening, both vegetable and fruit. For several reasons special attention is being paid by the Committee to this branch of agriculture. It employs more labour in proportion to acreage. It gives greater scope for individual energy and interest, even while the men are working together in large numbers. It lends itself readily to small area cultivation, and thus facilitates individual training in initiative, resource and responsibility. It offers greater prospects of profitable occupation for the men after the training is completed, whether it be as ordinary wage-earners, or under a system of small holdings or agricultural co-operation. Finally, it is par-

ticularly well adapted to the soil and situation of the Colony. The greater part of the Estate consists of a light sandy loam with extensive deposits of the formation known as red crag, which is rich in lime; and there is also a small area of extremely good alluvial soil along the line of an old river bed. Much of the site is well sheltered by hollows and by trees, and by the long wall of the old College gardens, and is particularly suitable for fruit and vegetable growing. There is abundance of water everywhere, beneath the sand, and when a new water tower now in course of erection is completed, the whole Estate can be readily supplied.\* On the other hand, in wet weather, the drainage of so light a soil presents no difficulties. There is thus every hope that the labours of the colonists will be repaid not only by the effects on the men, but by a reasonable sum from the sale of the produce.†

The results of the experimental work of the first summer have been encouraging. In addition to the existing gardens, which were about 13 acres in extent, some 18 acres were prepared in the spring by single or double digging, and planted with vegetables, while 50 acres were planted with potatoes, following the plough, and in spite of a late beginning and 13 weeks of drought, a fair crop has been produced. Several pieces of waste ground have also been brought into cultivation. One piece, for instance, consisting of about one-seventh of an acre, formerly waste land, was placed mainly under the charge of a single colonist (previously a tailor), who, with occasional direction from the head gardener, has dug, manured and fenced it, and produced a crop of some 5 cwt. of tomatoes. In one place, a hollow of waste ground, formerly a depository of rubbish, has been shaped into a circular pit, 180 feet in diameter, the sloping sides of which, nearly one acre in area, have been planted with vegetables this year, and will be suited for dwarf apples next season, while a spring pool sunk in the centre affords an immediate and adequate water supply.

The object lessons thus afforded of the visible effects of the labour of London unemployed upon the soil form one of the most potent influences for the encouragement of the men, and arouse the interest equally of London visitors and of neighbouring agriculturalists.

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\* In the event of the Committee relinquishing the Colony Mr. FELS will take over this improvement at 50 per cent. of the cost.

† This statement is supported by the fact that on November 3rd, 1905, the Colony won 9 prizes for apples and pears at the Colchester Show, viz. : 3 first, 4 second, and 1 third, and the champion prize for the best dish of dessert apples in the show.

With a view to the development of this side of the Colony next season, fruit trees and plants are being purchased, and glass houses and frames erected for the preparation of young stock. £200 has been given by a friend, and a further £200 lent by Mr. FELS, for this purpose.

Small areas have also been utilised for experiments in the growing of unusual crops, such as sugar beet. Finally, small patches of the heath land have been experimentally treated in various ways with a view to the discovery of the most profitable method of reclamation. The soil consists of six inches of good peat, with a sandy loam subsoil, while the crag on the other part of the Estate can supply the necessary lime. The result has been so encouraging that it is evident that there is in the outlying parts of the Colony an area of some 250 acres, only needing the application of hand labour to make it thoroughly productive.

The existence of this area makes it possible to create a small settlement of cottages for the families of colonists in the midst of potentially fertile land, which they will be encouraged to reclaim by their own efforts under the direction of the Colony.

Besides the actual work provided for the unemployed, **The Farm.** the operations of the farm itself, which was in a high state of development, both agricultural and pastoral, when taken over by the Committee, are being carried on. Although part of the area of the farm has already been brought under market garden cultivation, the ordinary farming operations are being continued in so far as they are found to be profitable methods of utilising the existing natural resources of the Colony, and to produce a sufficient return for the capital and labour expended upon them. The farm labourers previously employed have therefore been retained, and the colonists have opportunities of observing the ordinary operations connected with farming, of gaining experience in certain branches, and of mixing with men accustomed to country work and life.

Practical instruction has been given to intending emigrants and settlers in sheep-shearing, in reaping and stacking, in milking, in bee-keeping, and in other kinds of work.

The valuation of the whole estate for the Michaelmas stock-taking was carried out by Messrs. POWELL & Co., of Lewes. The results are given in the statement of accounts in the Appendix.



**Situation.  
Markets, etc.**

For the sale of produce and stock, the farm, under the management of Mr. JOHNSON, retains its old connection with the existing local markets, and more than holds its own in the distinctive products of the district.

For the market garden and fruit crops good markets are found in Ipswich, and in Felixstowe and other growing East Coast watering places, while fresh plans of distribution both in local and distant markets are being developed. The Estate is situated at some distance from London, and is about seven miles from the railway. Goods and materials can, however, be easily and cheaply conveyed to and from the Colony by water, a landing-place in the river Alde, entirely protected from the open sea, being situated upon the Estate itself. Modern methods of locomotion, moreover, will, it is hoped, before long render the Colony more rapidly accessible from the railway.

**Prospects of  
Settlement.  
Erection of  
Cottages.**

It is impossible at present to estimate how many of the 50 men who are at present "selected" for further agricultural training will ultimately prove suitable for settlement. The period of observation of the men themselves has been too short. It can only be said that in many cases the "London men" show a smartness and capacity for new ideas which, it is hoped, will go far to compensate for the absence of country experience, while the transformation that has taken place in certain parts of the Estate is proof of their industry and adaptability. It is also impossible to form an opinion as to the prospects of their families until sufficient cottage accommodation has been provided for the transference of a considerable number of homes for a period of residence upon the Colony.

Happily, some small preparations for supplying this need are now being actively pushed forward. In July, Mr. JOSEPH FELS once more offered timely assistance to the Committee by undertaking the cost of the erection of cottages to the extent of £2,000 (exclusive of the cost of any labour performed on the work by the colonists), on condition that, if the Committee took over the Estate permanently, they should purchase the cottages for the amount of his outlay, while, should they relinquish the Colony, the cottages should become the property of Mr. FELS, upon his paying the value of the "unemployed" labour expended in their erection.

In accordance with this generous offer, four cottages are at present being erected near the heath. Each will have a garden, and they will

be close to the land which is being reclaimed for small holdings. Should these prove suitable, eight more will be proceeded with at once. A small beginning can then be made with the next and most important stage in the training of intending settlers and their families. It is extremely desirable that as soon as possible after a man is definitely placed on the selected list his family should be brought down into the country and established with him in a cottage for the period of further training. The expense of a double home and the interruption of family life would thus be curtailed; the genuineness of the desire for removal from London would be put to a speedy and effective test; where the family proved suitable, the training in country life under country home conditions would begin at once; where they proved unsuitable, the man would be returned to his natural labour market without useless delay, and his place at the Colony would be free for a more hopeful applicant. But at present the lack of funds renders the provision of the necessary accommodation impossible.

Already, however, the Colony has proved the means of permanent settlement in more than one case. One family is established in a cottage in the village, the man having set up for himself as a small holder, carrier and dealer. Another is engaged in skilled work at ordinary wages, and has obtained a cottage for his family. In nine cases residence at the Colony has been an intermediate stage towards emigration, and from most of these men encouraging letters have already been received.

#### **The Coming Winter.**

In view of the probable demands of the coming winter, the Committee has under consideration plans for the utilisation, in case of need, of the full resources of the Colony for the temporary accommodation and employment of large numbers of men. As has already been stated, the buildings will hold about three hundred. Certain improvements in the dining halls, lavatories, and water supply, and in provision for wet weather, have been designed and, as far as funds permitted, carried out, to meet the anticipated pressure. Various schemes of useful work have also been scheduled, such as the reclamation of portions of the heath and the preparation for market gardening of further areas of waste land and of land at present used for ordinary farming, the renewal and repair of gates and fences on the farm, the cleaning out of dykes on the marsh land, and the making up of a road to the quay upon the river estuary.

Should sufficient funds be placed at the disposal of the Committee, employment could thus be provided during the winter months for at least 250 additional men at a time, without interfering with the training of the men and families selected out of this year's parties. To the newcomers would be offered the same chance, as far as accommodation permitted, of selection with a view to further training for those who showed special desire and aptitude for country life. The others would receive temporary assistance during a period of exceptional distress, under conditions of distance from London, residence and discipline, which, while in no way degrading, would reduce to a minimum the danger of attracting applicants away from ordinary employment, or of encouraging the desire to continue upon the works after the cessation of the need for assistance.

The period of stay at the Colony, whether for a shorter or longer time, affords an opportunity of giving each man practical experience of the value of simple and healthy living. Intoxicants are not provided, and their use is in every way discouraged; oatmeal porridge is a staple breakfast dish, and is soon appreciated by the men. At tea there are simple "relishes," the produce of the farm; and fresh vegetables are provided in abundance. The whole question of the dietary is being most carefully considered, and it is hoped that the education in healthful and economical methods of living, which the Colony will afford, may be extended to the families of those ultimately selected for migration.

The work at Hollesley Bay, therefore, while it includes the temporary relief of exceptional distress, goes far beyond the mere provision of employment, in the hygienic and moral influences with which all the men are brought into contact, and the industrial and social training afforded to those of them who seem suitable for permanent settlement in the country.

The future of the Colony depends upon the policy of the Committee about to be established under the **The Future.** Unemployed Workmen Act, and upon the public support accorded to their efforts. Under the terms of the agreement with Mr. FELS, the present Committee are bound to transfer to any Central Metropolitan Authority established for dealing with this question, their rights and obligations connected with the Colony, including the right to purchase the estate at cost price within three years, and the obligation to use it solely for the benefit of the unem-

ployed. The new Act has established such an authority, and has given it the power to purchase, out of the rates, land for farm colonies. But for the funds for the maintenance of such colonies the new Committee will be dependent upon voluntary contributions. However well managed such a colony may be, it cannot hope, even after a long period, to become wholly self-supporting. Its primary object is to train men and their families for country life, and to establish them in independence. It is therefore continually receiving unskilled labour, and, in so far as it succeeds, continually parting with its most capable colonists. While productive, therefore, in the land which is reclaimed, and the crops which are grown, and still more productive in the men whom it sends out to produce on their own account for the benefit of society and themselves, it must depend for its own maintenance to a large extent upon outside support.

## V.—GRANTS COMMITTEE.

### COMMITTEE FOR CONSIDERING GRANTS IN AID OF SPECIAL WORK PUT IN HAND BY METROPOLITAN BOROUGH COUNCILS.

Mr. LONG's Scheme contemplated the finding of employment through the medium of the Central Committee only when local resources of every kind, private and public, for the provision of work for the unemployed were exhausted. One of the methods, however, by which it was suggested that the Central Committee should assist was by making grants in aid of local work specifically put in hand by the Borough Councils which would not otherwise have been executed at the time, and on which a certain number of the unemployed were engaged.

A very large amount of such special work was, as a matter of fact, put in hand by the Borough Councils both before and after the meeting of the Central Committee, and one of the first acts of the Executive was to address to each Joint Committee an inquiry into the nature and amount of special work thus undertaken by the Borough Councils, including the conditions as to hours, wages and continuity of the work, and the method of selection of the men employed. The Joint Committees were also asked whether there was any further work which could be put in hand if the Central Committee were in a position to contribute towards any extra cost incurred by the engagement of a stipulated percentage of unemployed. In the event of an affirmative reply full particulars were asked for as to the cost and conditions of the proposed new work.

The replies from the Borough Councils consisted partly of reports upon work already put in hand, and partly of fresh schemes which could be undertaken if a grant were made from the Central Committee. In almost every case, however, the schemes submitted were on too large a scale for the Central Committee to contribute any considerable proportion of the cost without expending an undue share of its funds upon the particular Borough concerned. After much correspondence and discussion the Executive decided to draw up a scheme for offering

grants, on uniform principles, of such a proportion of the cost of approved works as the funds of the Central Committee should permit. The matter was referred to a special Sub Committee, composed of the Chairmen of the Standing Sub Committees – the Rev. J. H. ANDERSON, Mr. G. LANSBURY, Mr. T. HANCOCK NUNN and Mr. Deputy PANNELL—together with the Chairman of the Fund, Mr. Alderman ALLISTON, and the Vice Chairman, the Rev. H. RUSSELL WAKEFIELD.

As the result of the report of this Sub-Committee, **Conditions.** grants were offered to the Joint Committees which forwarded the applications by a certain date, in the proportion of the assessment scale adopted for the allotment of vacancies, viz., to the Boroughs assessed at 5% £500, 4% £400, and so on; and upon the following conditions designed to secure the introduction into Borough Council work of the uniform principles adopted by the Central Committee:—

1. Applications shall be considered only in respect to special work decided upon since November 25, 1904, the date of the first meeting of the Central Conference.

2. The Central Committee shall only consider contributions towards the cost of labour, and not towards the cost of materials.

3. The contribution offered shall be only the difference between the cost of ordinary contract labour and the sum actually paid to the unemployed, and such contribution shall be held to be 25% of the total cost of the labour.

4. Continuous daily work\* shall be provided for each man employed upon the work in respect of which a grant is made.

5. The men shall be selected from lists supplied by Joint Committees.

6. The men shall be selected by the Joint Committees on the lines laid down in Mr. LONG'S Scheme, and in the subsequent resolutions of the Executive thereon.

7. If grants are made to the Borough Councils towards the cost of labour controlled by them, regard shall be had to the amount of such grants in the allotment to the particular Borough concerned of vacancies for labour controlled by the Central Committee.

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\* That is, "Until the completion of the job, and for not less than four weeks' work." This definition to be applicable to the present winter.

**Applications.** In all, 17 Joint Committees applied for grants in aid ; and in 13 cases, the conditions being complied with by the Borough Councils, the grants, as allotted, were paid over to the various Committees.

The particulars sent in were for the most part for different kinds of road and sewer work, together with a certain amount of painting and a little constructional work ; while in three cases parts of the work took the form of extra road sweeping, and in one case of excavating and digging.

The particulars asked for from the Joint Committees fell into three main divisions :—

- (1) Particulars as to the number of men, cost of materials, wages, etc., “under ordinary conditions” ;
- (2) The same particulars with “unemployed” labour ; and
- (3) The conditions proposed, for this “unemployed” labour, as regards hours, rate of wages and continuity of employment.

The figures given were necessarily in all cases estimates : and the conditions under which it was proposed to carry out the work differing so much, chiefly on the question of continuity of employment, no general comparative figures, as between ordinary and “unemployed” labour, can be usefully given.

**Comparisons.** Only in a very few cases could work be so planned that the whole cost took the form of wages, but although the share of the total cost put down as materials was often very large, and necessarily so in view of the nature of the work, differences in cost of materials as between ordinary and “unemployed” work were shown in only one or two instances. It was thus clearly not expected that, although there might be some degree of extra inefficiency on the part of the “unemployed,” there would be destructive or wasteful use.

The following examples of the particulars furnished will illustrate these points.

Nature of Work.	No. of Men.		Duration.		Cost of Work.		Cost of Materials.		Wages.		Conditions proposed for unemployed labour.		
	Under ordinary conditions.	With unemployed labour.	Under ordinary conditions.	With unemployed labour.	Under ordinary conditions.	With unemployed labour.	Under ordinary conditions.	With unemployed labour.	Under ordinary conditions.	With unemployed labour.	Wages.	Days per week.	Number of consecutive weeks.
Road making, re-paving Sewers	120	(a) 400 per wk.	6 mths.	...	£ 29780	£ 31180	£ 23780	£ 23780	£ 6000	£ 7400	5/- per day.	3 days.	None. About one spell in five weeks.
Sewer work	128	(b) 146	18 wks.	18 wks.	7500	8000	4000	4000	3500	4000	7d. per hour	6 days	One. "Special Cases more."
Road work (various: repairing, etc.)	50 to 100	...	...	...	8700	9600	7200	7200	1500	2400	5 - per day.	"Two days in turn to married men qualified"	
Excavating	About 40	About 50	...	About 6 wks.	377	471	nil	nil	377	471	30/- per week	4½ hours continuous.	
Granite paving work	60	(c) 200	3 mths.	3 mths.	2388	2785	1293	1293	1094	1492	4/- per day	3 days every week	
Painting, etc.	About 94	About 102	...	From 4 to 10 wks.	About 1000	About 1290	200	200	824	1093	...	Some continuous some not less than 3 days.	
Channelling and Tar paving	82	(d) 96	...	8 wks.	1700	2000	800	800	900	1200	27/- per week	6 days	8 wks
Road work, etc.	20	(e) 35	8 wks	Until completion — probably 8 weeks.	2475	2613	15	15	540	687	6d. per hour	4 days continuous employment for two alternate gangs.	

(a) A different gang each three days in every week. (b) Only 36 "unemployed" (c) In alternate gangs. (d) Only 60 "unemployed" (e) Only 60 "unemployed"

(a) A different gang each three days in every week. (b) Only 30 "unemployed" (c) In alternate gangs. (d) Only 60 "unemployed"



As is shown by the illustrations, and as would be expected, the main differences in the estimates of cost are shown in the two wages columns.

The following totals relating to comparative cost of wages refer to different Boroughs and have been made up from various items of the returns selected as those which in the aggregate afford a fair basis of comparison: £20,206 10s. for wages estimated to be paid under ordinary conditions, and £26,637 to be paid for the same work with "unemployed" labour. With the latter is included, in so far as the nature of the work made it necessary, a certain amount of ordinary skilled labour; and allowance is also made, where provided, for the cost of extra supervision. The difference of the two totals thus shows an extra estimated cost, with "unemployed" labour of £6,431 10s., equivalent to nearly 32 per cent. The minimum percentage difference shown in any single return was 18.1, and the maximum 57.6.

The significance of these figures is limited, however, partly because they refer to estimates, partly because of the differences in the nature of the work, and partly, as already indicated, because of the different conditions under which it was proposed to engage the unemployed men. When, for instance, it is proposed to employ in the aggregate large bodies of these men, each gang for very short and intermittent periods, or to take them on deliberately according to need rather than efficiency, the proportion of estimated extra cost is apt to be greater than when it is proposed to take men on permanently while the special work lasts, and when it is understood that the men employed must be fairly competent for the work.

**Continuous  
Employment.**

A comparison of results as between the efficiency of unemployed labour continuously or intermittently employed, would be of great interest and value, but would be very difficult to secure, since while in some cases continuity would not necessarily imply strict supervision, in others, when men were taken on continuously, it might well happen that the basis of selection would change and a higher standard of man be chosen. In practice this is what has tended to happen, and thus in those districts in which, on the representation of the Central Committee, the men, or a section of the men, have been continuously employed, the conditions



## VI.—EMIGRATION COMMITTEE.

For a certain number of those seeking employment **Introduction.** who are in danger of being stranded by the stress of urban life, the most permanent form of assistance that can be offered them is that either of migration to the country, or of emigration to the Colonies. Migration will, it is hoped, be effected to some extent through the medium of the Working Colonies Committee, and also by means of the Central Employment Exchange, through the information that will be at its disposal as to the provincial demand for labour.

To a not inconsiderable extent emigration itself will be effected in conjunction with the other administrative Committees of the Fund, and especially in the case of men who have proved, by the work they have done, and the character they have borne at Hollesley Bay, that they have the making of suitable Colonists. But, since the right men for emigration might be discovered, quite apart from the exaction of any such preliminary test or the offer of preliminary training, and since the work of emigration needs special administrative care, a Committee charged with the task of selecting suitable cases from the names submitted to it for the purpose was constituted. Representatives were appointed from the various standing Committees of the Fund, and Mr. WALTER HAZEL was elected Chairman at the first meeting, held on January 28. Subsequently the Hon. MAUD PAUNCEFOTE and Mr. E. A. H. JAY were elected as Consultative Members, the latter being, however, unable to serve owing to his acceptance of other duties which made attendance impossible. Seventeen meetings of the Committee have been held.

The following plan was adopted. The Joint Com-  
**Procedure.** mittees were asked to send up the names and particulars of men on their lists who wished to emigrate, and who were considered suitable cases. The Committees were asked to take into special account the claims and suitability of those working on the land under the Scheme, but the recommendations for emigration were not limited to these. In consequence of the smallness of the

funds available for emigration, the particulars relating to only five families were asked for from each Joint Committee. Out of this number, as a first step, two were selected, but as some Committees did not submit names, this number was afterwards increased in the case of the districts coming under the five per cent. scale to four families, and of four per cent. districts to three families.

Only names on the Joint Committees' lists were considered, and the same qualifications as applied to the Fund generally as regards term of residence, etc., were adopted. Preference was again given to married men, and in the cases finally selected it was made a condition that the whole family should go, it being considered that this was the surest way to secure a firm anchorage on the other side. Canada was the Colony selected, alike as being the most accessible and as offering the best openings.

It was decided to work in conjunction with the East End and the Self-Help Emigration Societies, and thus to secure the advantages of their experience and machinery, both at home and in Canada. Both Societies not only co-operated in this way, but offered solid financial assistance—the definite offer of the Self-Help Society being to take all adults at a uniform cost to the Fund of £4 10s., and children under 12 (except infants\*) at half-price. In addition, the Fund was expected to provide something for clothing outfit, if necessary. This offer was equivalent to paying something less than half the total cost—the share that the East End Emigration Society undertook in connection with the cases dealt with. Neither Society committed itself to any definite number of families on these terms, the offer being conditioned, like the administration of the Fund itself, by the resources available.

After the East End Emigration Society had co-operated in the case of 17 families on the above-mentioned terms, at a cost to the Fund, apart from outfit, of £252 15s., the Society was obliged to ask that a larger proportion of the expenses might be borne by the Fund; and it was agreed, on May 23, to offer at the rate of £6 15s. per adult. This rate has been paid on 20 out of the 37 families emigrated in conjunction with the Society, at a total cost, apart from outfit, of £790 6s. 9d. As regards outfit, £50 has been contributed by the Fund towards the total of £90 16s. paid by the East End Emigration Society on this account. This sum, averaging as it does only about £2 10s. per family, was, it may be noted, only made possible through

† For these a nominal charge was made.

the articles actually bought or taken out of pawn having been supplemented by others that were given to the East End Emigration Society for use in this way.

The actual cost of these families, apart from outfit, was £1,250.

Two families were dealt with through the Self-Help Society, at a cost to the Fund of £51 2s. 7d. The actual cost of dealing with these families was about £81.

In August four men were recommended from Hollesley Bay, but the East End Emigration Society—partly because some of the names already on its lists had not been dealt with, and partly because of the lateness of the season—could not undertake to co-operate in the case of these families. They were therefore referred to the Salvation Army, and on special terms—the Fund meeting in these cases all expenses, and, in view of the lateness of the season, paying also for two of the families a special sum of £10 each for landing expenses and furnishing on the other side—arrangements were made with the Army for the emigration of three out of the four cases, at a cost to the Fund of £106 5s. The last two families sailed on September 6.

In all, 42 families, representing 215 souls, have been emigrated at a total cost to the Fund of £997 14s. 4d.\*

Apart from two of the Hollesley Bay cases, concerning whom much special information, both as regards the man and his family, was available, all papers and particulars in the possession of the Joint Committees concerning cases recommended for emigration were asked for, and thus the responsibility for selection was shared in a way that so far had not been adopted by any other of the standing Committees of the Fund. The first selection of cases was made, as stated, by the Joint Committees. Out of these, with the particulars before it, the Emigration Committee selected, unless they seemed unsuitable, the proportionate shares, and the two or three or four cases thus selected were sent on, with the papers, to one or other of the two co-operating Emigration Societies for the final steps to be taken, first those of any special investigation for emigration purposes that might be necessary, and secondly, if finally recommended, those connected with the preparation for the voyage, with the journey itself, and with reception and establishment on the other side.

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\* The difference of £15 between this total and that given in the account on page 145 is explained by the omission of this sum, drawn on account of a family on whom it has not yet been possible to spend it.

A considerable number of unsuitable or uncertain cases were submitted by the Joint Committees, and the selection of many of these is doubtless explained by the difficulty of judging as to what are the special requirements for emigration, alike as regards character, physique and composition of the family, and also by the difficulty that many people have in making up their minds on such a momentous question as that of leaving the home country. When, however, every allowance has been made on these grounds the fact remains that there was a noticeable variation in the degree of care exercised by different committees, and the necessity for subsequent sifting and investigation was great. There is, perhaps, need for the exercise of even exceptional care in selecting for emigration, not only for the sake of the family chosen, and for that of those for whom and among whom its members will work or live in the Colony, but also for the sake of others, whose reception and prospects, and even whose chances of going at all, are apt to be prejudiced, favourably or unfavourably, by the reputation won by those who have gone before. It is, perhaps, permissible to urge this point at the present time when many circumstances are directing fresh attention to proposals for assisted emigration.

From most of the cases that have gone out, communications have been received. In only one case has the wish been expressed to return. In a few instances letters to friends have been seen, and in two or three other cases the news has come that those who have already gone are hoping that some relative will soon be able to follow, thus affording sufficiently conclusive evidence that the outlook is being regarded as satisfactory.

The letters have drawn attention not only to the chances that the country offers but also to the responsibility that rests upon the individual for grasping these: "As to my opinion of this country," writes one man, "it is that if a man is willing he can get on, but they don't want wastrels or lazy men here." The benefit to the family health is frequently mentioned, and pleasant pictures are often drawn of the special happiness and well-being of the children. On the whole, the communications received afford convincing proofs in the great majority of cases of that renewal of hope which is the greatest safeguard as to the future, not merely of success but also of assured content, that a man can possess.

The following illustrative extracts are given from the various letters that, through the courtesy of the East End Emigration Society, have been seen:—

(1) The writer of the following had been out of regular work for nine months. He had a brother-in-law in Ontario whom he was to join, but on arrival at his destination found that a letter had not been delivered, and that therefore no one was expecting him. He thus describes his experiences :

(8th June, 1905.)

"I was directed to a farm kept by Mr. G., three miles out. I found it, and we were made very welcome and comfortable, supper being provided—ham and eggs, home-made bread, plenty of milk and butter, and stewed fruit, the latter being served with each meal. We were told to make ourselves as one of the family, and to stay as long as we liked. He told me my brother-in-law was working in ———, so on Thursday, Mr. G. kindly drove me into ———, and we telephoned to ———, and by the afternoon my brother-in-law and my wife (his sister) had met the first time for 14 years. The meeting was very cordial. We stayed with Mr. G. till the end of the week, I in the meantime being learnt farming. I received a dollar a day for each day's work I done, and board and lodging. Mr. G. told me he would employ me and wife only he had not sleeping accommodation at present. In the meantime I am working in the Michigan Central Railway Works in this town at 1 dollar 45 cents a day, and am lodging at the above address. My wife is staying at Mr. G.'s to learn farming, and is going on well. A letter I have received saying she can already milk cows and make bread, and as I have an inclination for farming, the learning will come in very acceptable. Mr. G. told me that if I did not like the work in the railway shops, to go back to him at once. . . . In another fortnight work will be in full swing on the farms. Hands being scarce, there will be plenty of work. No man and woman need starve here who are willing to work, and no one is turned away from the door."

(2) The following had been out of work for a month. Previously he had been earning 25/- a week, occupying, with his wife and two children, two rooms at a weekly rent of 5/6. He thus writes :

(August, 1905.)

"Just a few lines to state that I am settled on a farm here and that I am very comfortable and happy. I must thank the E.E.E.F. for their kindness in assisting me over to this land of promise. I like the country very much, and consider it an ideal place for any person not afraid of a little work. . . . The farmer I am with is a very kind and considerate master. I consider myself very lucky that I have so far succeeded in obtaining good employment. My wages are 20 dollars a month and board, with cottage on farm, and I hope with care to be able to start for myself in a year or two."

(3) The following had been out of work for six weeks. He was a deal porter, but slackness of work had compelled him to take other employment at which he had been earning 6½d. an hour. With his wife and one child, he had occupied a single room at 4/- a week, and was four weeks in arrears with his rent. He thus writes :

(11th May, 1905.)

"I am working on the roads—shovel and pick. . . . I think I will get on all right here. The outside work ends up here about Christmas, and then there is work lumbering in the backwoods for the winter. I thought that I should be sent on a farm, but I am glad now that I am not, on account of Mrs. —, but I will go farming next spring and will try to get to Manitoba—that is the best farming province. There is plenty of work here for a man that will work. In this town a man need not be out of work; here they stop men in the street. As soon as I got here I had plenty of offers of work."

(4) In the following case the man had been out of regular work for about four months. By "any odd jobs" he could get, and by pledging things to the value of about £3, he had kept things going, and his rent of 6/6 a week paid. He had a wife and five young children, the eldest nine, dependent upon him. On arrival things did not go very smoothly at first, and he was ill-suited in the house in which he had at first lodged. Nevertheless he writes as follows:

(August, 1905.)

"I have just succeeded in getting some rooms over a store, and have bought a stove and bedding, and now I think I am on the fair way to success. I am playing the factories up every day for work, and I think I am all right for a job. I hope when I write again it will be more cheerful to read. I have only taken these rooms till I can see a house, when I hope to return a little kindness by receiving a family from the old country."

(5) The following, after fourteen years' employment in a leather factory, had been, through slackness, out of regular work for ten months. With his wife and four young children, the eldest six, he occupied two rooms at a weekly rent of 6/-. He was four weeks in arrears.

(August 1.)

"I started work (in a factory) a week after I arrived, and have been there ever since. They are greatly pleased with me and are doing all they can for me. I start living in one of their houses this week, and they also rise my wages. This is a splendid country, with much more chance for a man to get on. A man's labour is valued more, and the masters give the men more encouragement. I have been gradually getting a home together, buying a little each week, and will soon be settled down and comfortable for our severe winter. . . . The four children ramble the fields all day with a fine colour on their faces, and George has passed his examination at school."

The three following are extracts from letters written home to friends:—

(6) From a letter addressed to both parents:

"Dear mother, you asked us whether we had a bed to sleep on. Yes, we have a nice bed to lay down on, and a table and a half-dozen chairs and an



old clock, and we can indeed thank our Heavenly Master for opening up the door for us. He knew all about our struggles, and if we had gone elsewhere we might not have had a bed to lay on. Blessed be His Holy Name for His goodness to us in bringing us out here in safety. We have a lot to thank Him for, although the work is very hard to me. We have been cutting wheat and shaking it up this week and [I am] getting a bit more used to it now, and when the harvesting is all over I will make a move into ———, where I shall get a job at my own trade, as plumbers are not so plentiful here."

(7)

"Dear Brother and Sister,—Just a line to let you know that we have arrived here quite safe and like the place very much, and I would rather be here than in London. It is a lovely place . . . our garden at the back of the house is beautiful. We have got all our own vegetables even to tomatoes and cucumber, we have got a quarter of an acre. . . . Tom has had good work ever since he has been here, and they all speak well of him and say he is the best fellow they have seen come out here yet. You know he was never afraid of work. I would not come back to England again if I had the chance, only for a holiday. Tom starts in the rubber factory next week."

(8) The following is from a wife :

(August 13, 1905.)

"Harry got work in the mill as soon as we got there, at his own trade as a sawyer, and he gets two dollars a day, which is 8.4 in English money, and we have four rooms furnished, at 3 dollars a month, and that is at the rate of 3/1½ a week."

In a letter, dated September 11, the same writer, after complaining of local prices and saying "bread is 12 cents a loaf, so I make my own bread, I wish you could only taste a small piece of it—it is better than all the bakers' in London."—continues :

"There is plenty of work here, and we are going further up the town in a house of our own for 6 dollars a month. It is belonging to the mill where Harry works—it has got six rooms in it, and we have bought a stove, two bedsteads, three chairs and a few more little things. What we do want and we do miss is our Sunday paper."

(9) The following is also from a wife, in which, after saying that her husband had started work at once and was getting good wages, and that she had got "a fine house," continues :

"We get splendid milk straight from the cow for 2½d. a quart, and butter fresh from the farms 1/- a pound. Eggs new laid are 8d. and 9d. a dozen, and tea, the best, 1/- a pound. Meat is very cheap, steaks and joints of splendid beef at 6½d. a pound. Pork is the same price, and mutton is much cheaper."

The following extract is from a letter dated June 5, received from the husband of the previous writer :

"I started work the first week we arrived at the nickel mines, and I am perfectly satisfied with the work out here. The hours are a little longer and the work is not harder here than at home. The wife and children are in very good health (in fact they never looked better). I have got a nice house, 5½ dollars per month. A big cliff stands in my garden, and we are perfectly happy and contented. . . . We had best part of our luggage smashed up on board the Canada, so I have got to buy everything new. It will take me a little while to get straight, but after, I think it will be plain sailing. I am not one little bit discouraged over it."

(10) A sentence or two from another wife's letter may be quoted in conclusion :

(August, 1905.)

"They are very busy just now harvesting. My husband likes the work. . . . Dear Sir, it is a beautiful country, but very hot at present. We are ten or twelve miles from the town. We earnestly hope things are better in London."

These extracts have been given not to convey the impression that emigration is always a success, or that it in any sense affords a general solution of the difficulties arising from unemployment, but to show that for a certain number of families carefully selected on this side, and carefully guided at the outset after their arrival in Canada, it is not only the right but the best step they could be helped to take. This is especially the case if the men are suited for working on the land, and if they have had any experience of this at home it is of advantage. Neither special training nor the possession of any "trade" are, however, essential, and the majority of those emigrated this year have ranked as "labourers" of one description or another.\* Even those who returned themselves as members of some particular trade were not in all cases competent members of it. Good will and good health may, indeed, perhaps be described as the two prime requisites, and average men thus endowed form in fact the great majority of those selected.

Just as the thoroughly incompetent and unsatisfactory character is ruled out by his shortcomings, so is the man who is thoroughly competent and satisfactory apt to rule himself out because of the opportunities at home that his qualities open up for him. For him, unless he has met with some exceptional run of misfortune or disappointment, the chances that offer suffice; the home country which needs him also retains him.

Thus, the men who go—even if unskilled and possessed of no exceptional qualifications—are marked out as suitable if they are steady

\* See Appendix, p. 132.

and anxious to make their way, diligent and courageous, able to adapt themselves to fresh conditions, and in good health. Such men would, however, be likely to rank amongst the successful in England, were it not for the further negative qualification for emigrants who are suitable for assistance by an Unemployed Committee; namely, that through the circumstances of their occupation or environment, they are at the time without prospect of satisfactory employment in this country.

The following table gives general particulars of the work of the Committee\* :—

Families submitted by Joint Committees	...	...	177
Withdrawn	...	...	43
Considered unsuitable	...	...	65
Sent† : Of those referred to the—			
East End Emigration Society	...	...	37
Self-Help Society	...	...	2
Salvation Army	..	...	3
Not dealt with by the Committee	...	...	27‡
			177
Referred : To the—			
East End Emigration Society	...	...	109
Self-Help Society	...	...	5
Salvation Army	...	...	4
Number of persons Emigrated	...	...	215
Total cost to the Fund	...	...	£997 14s. 4d.
Total cost of Emigration	...	...	£1,528 1s. 0d.
Cost per head	...	...	£7 1s. 1d.

\* See also Appendix, p. 125.

† The following are the particulars as to (1) the number of persons per family sent, and (2) the ages of the men :

(1) Number of persons per family (2) (3) (4) (5) (6) (7) (8) (9) (10)

Number of families ... 2 3 15 8 4 6 2 — 2

(2) Ages :—Above 20 and under 25 ... 2

„ 25 „ 30 ... 12

„ 30 „ 35 ... 15

„ 35 „ 40 ... 10

„ 40 „ 47 ... 3

‡ Of these, 8 have been emigrated independently by the East End Emigration Society; 2 are still under consideration by that body; 1 is at Hollesley Bay; a few have been advised to renew their applications in January.



## SUMMARY AND COMPARISONS.

**Various Forms  
of Assistance  
Provided.**

The foregoing reports of Sub-Committees describe the different methods adopted last winter to meet the pressure of the distress. Three of these—the Central Employment Exchange, Emigration, and the agricultural colony at Hollesley Bay—aim directly at re-establishing men in industrial life by introduction to employers, by removal to places where employment is plentiful, or by training for a new occupation. The other operations of the Committee provided temporary assistance, and, for the purpose of permanent benefit, relied upon the opportunities afforded by that assistance for personal or other remedial influence, upon the effect of continuous employment in maintaining or improving efficiency, and upon the anticipation of a revival of trade which would absorb the men thus helped during a period of depression. These temporary works took different forms. There were varieties of labour colonies under the Working Colonies Committee, and varieties of London work under the Works Committee. There were also varieties of municipal work which the Fund aided by grants. At the same time the Classification Committee had constantly under consideration the relation of these works to the various classes of unemployed.

The Report of the Full Committee would not be complete without some attempt to compare these different methods of providing help, and their suitability for the assistance of different classes of applicants, when the provision of some such assistance is deemed desirable.

**The Various  
Temporary  
Works in  
relation to  
Various Classes  
of the  
Unemployed.**

The results of local investigation, combined with the experience of the works opened by the Central Committee, show that large numbers of men accustomed to regular work were unemployed during the period of operations of the Committee,\* and also that a large number, though accustomed to more or less casual

\* This conclusion was foreshadowed by the figures of unemployment in the organised trades published month by month in the Board of Trade *Labour Gazette*, and the continued depression, especially in the building trades, indicated by these returns.

work, were in exceptional distress, and glad to accept the offer of continuous employment. In each class the help offered by the Committee produced, in a short time, very marked physical benefits. The resulting economic gain is less certain, less uniform and more difficult to measure. To help men of the former class to tide over a period of exceptional depression saves them from the demoralisation of prolonged dependence upon occasional and insufficient work and the formation of casual habits, and thus tends directly to the preservation of an efficiency, which in itself will be of immediate use to the community when industry revives. The offer of continuous employment to the latter saves them and their families from the farther and often final degradation of the Poor Law, and affords an experience of regular work, which, if accompanied by personal influences in the same direction, may provide the means of an improvement in industrial character. In both classes, however, alike in the original announcements of the offer of assistance and in the conditions of the special work provided, the greatest caution has been needed to save the men from the opposite but no less real form of demoralisation: the loss of self-reliance, and the expectation and desire that similar special work may continue to be found for them.

In order, therefore, that the offer of work might be a sufficient help, and at the same time a real test of willingness and of necessity, the attempt has been made to see that the remuneration of the work offered should bear a suitable relation to the sacrifice demanded from the men. The amount of this sacrifice depends upon the effort required from them upon the work or in reaching it, and the relation of its conditions to their ordinary standard of life and work. If the advantages offered are relatively excessive, the special works will attract men who might get work elsewhere, even in bad times, or men who would find it difficult to keep work elsewhere even in good times. If the advantages are relatively deficient, either the men will suffer from a sense of degradation, or their physique and that of their families will not be adequately maintained till a revival of trade. But if more than one industrial class of man is dealt with, the conditions which are suitable to the higher grade will be unduly attractive to the lower, and conditions suited to the lower will be unduly deterrent to the higher. The usual industrial safeguards—payment by results, or dismissal if results are inadequate—are rendered impossible by the necessity of employing men of various trades upon work to which some are less accustomed than others, and of which some are

entirely ignorant.\* Exceptionally careful organisation, especially in planning the conditions of the work and in grouping the men, on a social as well as an industrial basis, is thus necessary. Differential treatment cannot be secured to any great extent by variations in the amount of wages. The earnings in money or in kind cannot be reduced below a certain level, however low the ordinary earnings of the men may be, if physical vigour is to be maintained and industrial character improved. An upward limit above which it would be unsafe to fix wages upon special work for the unemployed is soon reached. However rigidly the better-paid work were confined to men usually earning at least as high a wage, the publication of the figures would attract applicants of all grades. The chief differences between one form of work and another had therefore to be made in the conditions. The most obvious difference is that between London work and Colony work. Minor differences arise from the conditions of the work, or even (where classification is carried out) from the class of man whom new comers find employed there.

In order to make this adjustment of classification and conditions, the Committee has felt the need of two instruments :—(1) Investigation, as a means of ascertaining not only moral character but also industrial status and standard of living, with a view to classification on these lines ; (2) A gradation in the conditions of the works, so that employment giving an appropriate balance of sacrifice and advantage may be offered to each applicant of *prima facie* suitability for assistance.

The varieties in the conditions of the different works provided by the Central Committee, though largely accidental in origin, afforded certain limited opportunities for this kind of differentiation. The conditions included the provision of work in the Parks at 7d. per hour, in many cases near men's homes ; work at Long Grove, at the same rates, but at a distance involving early hours and deductions for railway fares ; work in the Parks at 6d. per hour,—all these being without increase of hours or of pay as the season advanced ; work at Green Park, at 24/- per week, with increasing hours unaccompanied by any increase of pay ; work at the City Markets, at 7d. per hour, with overtime, but largely confined to skilled men subject to the ordinary

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\* Not to do this would be practically to offer a preference to unskilled labour. Such a policy, though less costly at the time, would tend to increase the attractions of that form of occupation, as compared with skilled trades.

employer's demand for competence; and "Colony" work, paid for on carefully adjusted scales of maintenance and allowance to families, accompanied by the condition of temporary absence from London for continuous periods of a month. In this department there were also numerous incidental differences between the Colonies at Hadleigh, Garden City, and Hollesley Bay. There were also in operation at the same time, and often at the disposal of the classifying Committees, various grades of municipal work, some of which the Fund assisted with grants.\*

As a matter of fact the necessity for prompt action, both in the provision of work by the Central Committee and in the selection of applicants by the Joint Committees, left no opportunity, except in the case of Hollesley Bay, of arranging for the definite appropriation of each class of work to a different class of applicant. Such appropriation was contemplated at the outset,† but unfortunately it so happened that the work with the least attractive conditions became available first, and it was obviously impossible to give priority to an inferior class of applicant. The result was that the effect of the accidental differentiation was, if anything, the opposite of the effect desirable. A certain tendency was traceable for the less attractive work to fall to the better class of man, owing to his greater readiness to make and to continue the requisite sacrifices; the easiest or best paid work being accepted and retained by a certain number of men who would probably have refused or given up under the more arduous conditions.‡

With more time for preliminary preparation, both of the machinery of classification and of the corresponding variation in the conditions of work, much of the danger of offering work on too attractive terms, which has undoubtedly been illustrated in some cases, might be avoided in future. To do this effectively would, however, require more decided differences in the conditions of the works, and a closer relation between the central task of providing various grades of employment and the local task of classification, than was possible last winter.

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\* There were also in some cases, outside the scope of the scheme, though in personal touch with individual members of Joint Committees, various forms of charitable effort.

† *cf.* Working Colonies Committee, Hadleigh, (p. 62).

‡ *cf.* Works Committee, L.C.C. Parks, (p. 54-7).



**The  
Possibilities  
of Temporary  
Colonies.**

In London the large number of applicants belonging to casual or semi-casual unskilled occupations form a problem of special difficulty. In the first place it is difficult to ascertain their records sufficiently to distinguish between them and the class below.—“those who should be regarded as ordinary applicants for poor law relief.” In the second place the ordinary earnings, even of those of them who are normally members of the industrial army, are often so low or so irregular that it is difficult to devise reasonable general conditions of employment which shall not prove unduly attractive to this class, and thus tend to encourage dependence upon relief works.

The first difficulty affects the prospect of successful classification into two classes on the lines laid down in the scheme. The second difficulty suggested the necessity for the subdivision of Class I. adopted by the Committee.\*

The first difficulty is lessened where the Colony system of relief works is adopted. The absence from London can be made to balance to the necessary degree the attractions of good food, the regular family allowance, the public employer, and the relief from immediate personal responsibility for finding employment, and thus leave the natural test of regular work free to act. The payment of the greater part of the money direct to the wives, while it does much to ensure that it reaches the family, at the same time renders the men anxious to get back to ordinary work at which they can themselves handle whatever they may earn. Residence on the Colony and the discipline it facilitates enable the superintendent to enforce a higher standard of work, to bring personal influences to bear upon the men, and to detect the impostor and the idler.† The saving of money otherwise spent on undesirables and “unhelpables,” or wasted before it reaches the families, and the better work that is done, justify the additional expense of administration.

The second difficulty might be lessened by the establishment of at least two different grades of works, with a corresponding classification of applicants, in the manner already described. Those accustomed

\* *cf.* Classification Committee, p. 25 :—“ I (a) High class mechanics and other highly skilled workmen ; I (b) Men usually in regular work, though of a less skilled character ; I (c) Men accustomed to casual work.” Class I (a) rarely apply. (*cf.* p. 35).

† Compare, for instance, the pictures suggested by the accounts of the works at the L.C.C. Parks and at Garden City respectively. Long Grove, where the men came and went all together, at fixed times, and by special train, seems to have had some of the advantages here claimed for the colonies.

to regular work and good wages, but out of work long enough to be in real distress, could then be offered conditions rather below their normal standard, though (for the reasons given above) the actual remuneration need not be so low upon colony works as upon others. Those accustomed to casual work could be offered conditions proportionately less attractive, but, in so far as is possible, more deliberately remedial. Should the openings for Colony work be limited, or should specially suitable London work be offered, the men of the higher industrial class might be employed upon the London work or upon the higher grades of municipal work,\* or (where there is any prospect of their proving suitable for migration) at Hollesley Bay, and the men of the lower be employed upon the temporary colonies.

It may be noted that the Colony system, while possessing these administrative features, is also the only way in which an Unemployed Committee can carry out such schemes of work, should they be considered desirable, as land reclamation, sea-walling, afforestation, or road improvement in country districts; and indeed, a great deal of the possible work (not always easy to discover or create) which is useful in the sense of preparing for or facilitating future production, but which can yet be undertaken without causing a proportionate reduction in the amount of ordinary employment immediately or subsequently available.

**The  
Possibilities  
of Permanent  
Assistance.**

If, however, the provision of temporary employment is to produce lasting benefit, a revival of trade must re-absorb those who are helped, before they have fallen back into a condition of physical deterioration. But even if such a revival be speedy and general, there will inevitably be many cases of unemployment unable to profit by it. In some cases the former trade of the worker may have migrated or decayed or changed its methods, and he may often need information, advice, and sometimes even material assistance, in order to adapt himself to the new conditions. In others there may be some personal or family disability—perhaps the cause of the original loss of occupation, or perhaps the result of the ensuing privations—which, while not permanently fatal to character or physique, may yet render the return to normal industrial life hardly possible, except through the help of some strengthening influence.

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\* cf. Grants Committee, p. 82, "Continuous Employment."

For all these forms of permanent assistance, the Central Committee has attempted to make some provision. The Central Employment Exchange, in so far as its use becomes general, will enable qualified workmen, by means of the federation of local exchanges, to take immediate advantage of a revival of trade either in their own district or elsewhere. If their trade has migrated they can then learn where a new demand is springing up, and their names and records of good service can be brought to the notice of new employers. If their trade has decayed, they can learn in what trades labour is wanted. Thus the fluidity of labour will be increased; situations will no longer remain unfilled while suitable men are unemployed\*; one process of industrial life—the search for work and the engagement of employees—will be to a further extent organised, and much loss of time and waste of energy be avoided.

Even in cases of personal weakness or failure the efforts of the unemployed organisation may not be wholly useless. In many cases such weakness is mainly the product of environment. A change to country life, the influence of new surroundings, friendly assistance and advice, or the inspiration of a new hope, may be the means of an effectual remedy. Such men, after a period of testing and training, may even prove capable of the efforts, and worthy of the independence, of a new life in a new country. In those cases where the weakness does not produce, except in bad times, actual unemployment, but only prevents, at all times, a life of health, steadiness and independence, the opportunities for personal influence or disciplinary pressure, afforded by the period of continuous assistance—the employment of a man on a resident colony, and the regular weekly payment of an allowance to a wife in her home—may provide the necessary means of effecting a permanent improvement. If there is some exceptional disability, the presence on the local committee of the representatives of charitable effort may furnish an opportunity of bringing some appropriate remedy to bear.

For those who are stranded by industrial changes or crushed by some pressure of misfortune, the work of the Emigration Committee or the training colony at Hollesley Bay may provide the means of a fresh start. In many respects the class of man who is suitable for one step or the other is the same, and there are few desirable emigrants who would not be also desirable workers at home. As to whether men ought to go or to stay, and as to whether they want to go or to stay,

\**cf.* Classification Committee, p. 25.

depends on the comparison of the chances that offer; and at the present moment, especially as regards work on the land, these chances are on the side of Canada and perhaps other Colonies. But taking into account the needs of agriculture at home, the vast unmet internal demand for agricultural produce of every kind, the possibilities of a more intensive and more co-operative basis of agricultural practice, and the unlearnt lessons suggested by the experience of Denmark and other countries, it is impossible to forecast the openings that this country may offer—perhaps in the immediate future—even for the purely agricultural worker. Emigration and migration—movement to Canada, or some other part of the Empire, and movement to the country—are, therefore, best regarded as sister aids in the solution of the difficulties arising from urban lack of employment.

In all these ways, the unemployed organisation is enabled to put into force the principle that should always animate its policy—the effort not only to alleviate the symptoms of distress, but at the same time to do all in its power to remove the causes, as in the course of the administration they are from time to time revealed.

FREDK. P. ALLISTON, *Chairman.*

H. RUSSELL WAKEFIELD, *Vice-Chairman.*

*November 3, 1905.*

## APPENDIX.

### I.—LISTS OF MEMBERS.

#### (a) CENTRAL COMMITTEE.

*Chairman:* Alderman F. P. Alliston.

*Vice-Chairman:* The Rev. H. Russell Wakefield.

*Treasurer:* The Right Hon. The Lord Mayor.

#### LIST OF REPRESENTATIVES FROM JOINT COMMITTEES.

\* Members of the Executive Committee.

*Bermondsey*—A. Shand, Esq., \*W. Shearring, Esq.

*Bethnal Green*—The Rev. Watts Ditchfield, \*Wm. J. Lewis, Esq.

*Camberwell*—J. E. Dobson, Esq., \*A. Foster, Esq.

*Chelsea*—\*H. E. Egerton, Esq., The Rev. W. E. Tapp.

*Deptford*—\*J. Arthur Pyne, Esq.

*Finsbury*.—\*Middleton Chapman, Esq., H. Wolff Killingback, Esq.

*Fulham*—R. M. Prescott, Esq., \*The Rev. P. S. G. Propert.

*Greenwich*.—\*The Rev. H. G. Hills, W. K. Soames, Esq.

*Hackney*.—The Rev. C. Dunn, \*E. C. Fairchild, Esq.

*Hammersmith*—J. M. Levy, Esq., \*Chas. Pascall, Esq.

*Hampstead*—J. W. Boden, Esq., \*T. Hancock Nunn, Esq.

*Holborn*—C. Fitzroy Doll, Esq., \*Walter Hazell, Esq.

*Islington*—\*G. S. Elliott, Esq., E. Tomkins, Esq.

*Kensington*—Sir Francis Fleming, K.C.M.G., \*Percy Gates, Esq.

*Lambeth*.—\*G. Howlett, Esq., Sydney C. Hunt, Esq.

*Lewisham*—Wm. Brown, Esq., \*Thos. White, Esq.

*Paddington*—\*C. W. Empson, Esq., J. Williams, Esq.

*Poplar*—\*G. Lansbury, Esq., A. W. Yeo, Esq.

*St. Marylebone*—\*Francis Morris, Esq., \*The Rev. H. Russell Wakefield (*Vice-Chairman*).

*St. Pancras*—Dr. R. M. Beaton, \*W. J. Wetenhall, Esq.

*Shoreditch*—J. T. Bibby, Esq., \*J. R. Neal, Esq.

*Southwark*—\*Thomas Haynes, Esq., The Rev. A. W. Jephson.

*Stepney*—A. G. Crowder, Esq., \*J. E. Freeman, Esq.

*Stoke Newington*—H. L. Allardyce, Esq., \*W. Hart Savery, Esq.

*Wandsworth*—\*The Rev. J. H. Anderson, The Rev. Canon Curtis.

*Westminster*—\*Walter Emden, Esq., Mrs. Evans, W. Everitt, Esq.,  
The Hon. G. Wallop.

*Woolwich*—\*C. H. Grinling, Esq., E. A. H. Jay, Esq.

*City Corporation*—R. Davies, Esq., \*W. H. Pannell, Esq., Deputy.

*City of London Guardians*—\*John H. Lile, Esq.

*London County Council*—\*Alderman F. P. Alliston (*Chairman of Central Committee*), \*J. Williams Benn, Esq., M.P.

#### ADDITIONAL MEMBERS NOMINATED BY MR. LONG.

\*The Right Rev. The Bishop of  
Stepney.

\*The Right Hon. Charles Booth.

\*James Brown, Esq.

\*Leonard L. Cohen, Esq.

\*W. Crooks, Esq., M.P.

\*H. Lockwood, Esq.

\*The Rev. T. J. Ring.

\*W. C. Steadman, Esq., L.C.C.

\*The Rev. Peter Thompson.

\*W. Vallance, Esq.

(b) SUB-COMMITTEES.

I.—FINANCE.

Mr. Deputy Pannell ( <i>Chairman</i> )	J. Arthur Pyne, Esq.
Leonard L. Cohen, Esq.	W. Hart Savery, Esq.
Walter Emden, Esq.	The Rev. Peter Thompson.
Thos. Haynes, Esq.	Alderman F. P. Alliston.
John H. Lile, Esq.	The Rev. H. Russell Wakefield.
The Rev. P. S. G. Propert.	

II.—CLASSIFICATION.

T. Hancock Nunn, Esq. ( <i>Chairman</i> ).	Chas. Pascall, Esq.
	W. Vallance, Esq.
C. W. Empson, Esq.	Thos. White, Esq.
H. Lockwood, Esq.	Alderman F. P. Alliston.
Francis Morris, Esq.	The Rev. H. Russell Wakefield.

III.—WORKS.

The Rev. J. H. Anderson ( <i>Chairman</i> ).	Walter Hazell, Esq.
	The Rev. H. G. Hills.
James Brown, Esq.	G. Howlett, Esq.
W. Crooks, Esq., M.P.	W. J. Wetenhall, Esq.
H. E. Egerton, Esq.	Alderman F. P. Alliston.
G. S. Elliott, Esq.	The Rev. H. Russell Wakefield.
Percy Gates, Esq.	

IV.—WORKING COLONIES.

G. Lansbury, Esq. ( <i>Chairman</i> ).	H. Lockwood, Esq.
Middleton Chapman, Esq.	J. R. Neal, Esq.
Leonard L. Cohen, Esq.	W. Shearring, Esq.
E. C. Fairchild, Esq.	W. C. Steadman, Esq., L.C.C.
A. Foster, Esq.	The Rev. Peter Thompson.
J. E. Freeman, Esq.	Alderman F. P. Alliston.
C. H. Grinling, Esq.	The Rev. H. Russell Wakefield.
W. J. Lewis, Esq.	

## V.—GRANTS.

Alderman F. P. Alliston ( <i>Chairman</i> ).	G. Lansbury, Esq.
	T. Hancock Nunn, Esq.
The Rev. J. H. Anderson.	The Rev. H. Russell Wakefield.
Mr. Deputy Pannell.	

## VI.—EMIGRATION.

Walter Hazell, Esq. ( <i>Chairman</i> ).	The Rev. P. S. G. Probert.
Francis Morris, Esq.	Alderman F. P. Alliston.
J. R. Neal, Esq.	The Rev. H. Russell Wakefield.

## (c) TERMS OF REFERENCE.

The terms of Reference from the full Conference to the Executive Committee were as follows :—

“To carry out schemes for the provision of work for the Unemployed, on the lines laid down in Mr. LONG’s proposals.”

The Chairman and Vice-Chairman were *ex officio* members of all Sub-Committees.

Each Sub-Committee elected its own Chairman.

Members of the Executive not being members of a particular Sub-Committee had power to attend the meetings of that Sub-Committee, but not to speak without leave of the Chairman, and not to vote.

The terms of Reference to the various Sub-Committees were as follows :—

## I.—FINANCE.

- (a) To take the necessary steps for the issue of appeals.
  - (b) To consider estimates of expenditure.
  - (c) To consider the method to be adopted in the allotment of the benefits of the Fund to the various Joint Committees.
- And to report.



II.—CLASSIFICATION.

- (a) To consider principles of classification.
- (b) To consider scales of remuneration.
- (c) To obtain reports from Joint Committees as to their methods of investigation and classification.
- (d) To obtain reports as to the nature and conditions of special local work in each Borough.
- (e) To obtain reports of methods of dealing with Class II. in each district.
- (f) I. To collect and distribute information as to ordinary employment.  
II. To co-operate with Labour Bureaux.  
III. To consider questions of emigration and migration.
- (g) To consider the method to be adopted in the allotment of the benefits of the Fund to the various Joint Committees.

And to report.

III.—WORKS.

To recommend as to schemes of

- (a) Extension of Borough work (arising out of correspondence with Borough Councils).
- (b) Metropolitan work (arising out of correspondence with Metropolitan authorities).
- (c) Extra-Metropolitan work (arising out of correspondence with local authorities outside the Metropolis).
- (d) Departmental work (arising out of correspondence with Government Departments).

And if such schemes are adopted, to carry them out.

IV.—WORKING COLONIES.

To recommend as to—

- (a) Contracts with existing Colonies.
- (b) Schemes for the creation and management of fresh Colonies.

And, if such contracts or schemes are adopted, to carry them out.



## II.—OFFICIAL DOCUMENTS, &c.

### (a) "MR. LONG'S SCHEME."\*

The following statement contains an outline of the Scheme for dealing with the Unemployed proposed by the Right Hon. W. H. Long, M.P., President of the Local Government Board, at the Conference of Metropolitan Guardians held at the Local Government Board on 14th October, 1904. Some suggestions are added which he desires to make for the purpose of giving effect to the Scheme.

1. It is proposed that a Joint Committee should be established in each Metropolitan Borough consisting of representatives of the Borough Council, of the Board of Guardians, and of charitable and parochial associations in it.

Throughout the statement the expressions "Metropolitan Borough" and "Borough Council" are intended to include the City of London and the Common Council of the City.

2. The Joint Committee would receive applications for work or relief, examine into the cases, and divide them into two classes: (1) those who are respectable men temporarily distressed owing to inability to obtain employment; (2) those who should be regarded as ordinary applicants for poor law relief. The first class would be dealt with by the Joint Committee, the second class would be dealt with by the Guardians in the usual way.

3. The Boards of Guardians should render assistance in making inquiries as to applicants. If they need additional officers to enable this to be done, the Local Government Board would be prepared to assent to temporary appointments of such officers, and to issue any Order that might be necessary for this purpose. The salaries of the officers would be repaid to the Guardians from the Metropolitan Common Poor Fund.

4. The Joint Committee would ascertain from the Borough Council and others in the Borough how far they could give employment to persons of the first class. It is suggested that men might be employed by the Borough Councils in work which is not of a skilled character, such as the repair and extra cleansing of streets, painting and whitewashing the interior of town halls, &c., and that men recommended by the Joint Committee might be employed on works of this kind and any others of a suitable character which the Borough Council are in a position to undertake.

The Joint Committee would make a register of applicants for work belonging to the Borough and would, in concert with the officers of any labour bureau in the Borough, ascertain what work could be obtained in it and would afford facilities for the interchange of information between the applicants for work and employers.

5. It is most important that the Joint Committee should use every effort themselves to deal with cases of applicants to them for work, when they are satisfied that the cases are proper to be dealt with. Where, however, they are unable to find work for them, they should place themselves in communication with the Central Committee mentioned below who would endeavour to find them work elsewhere.

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\* Issued by the Local Government Board, October, 1904.

6. A Central Committee should be formed on which each of the Joint Committees should be represented. It would seem desirable that the London County Council should also be represented on the Central Committee, and if there was a general wish that the President of the Local Government Board should nominate a few additional members, so that some persons of experience not connected with a particular Borough or Union might be added to the Committee, he would be willing to nominate a few members accordingly.

It is important, however, that the numbers of the Central Committee should be kept within reasonable limits, and it is considered that whilst the number of the representatives of each Joint Committee should not exceed two, there would be advantage in the number being limited to one.

The President is prepared to arrange for the convening of the first meeting of the Central Committee when constituted. He should be furnished in the case of each Joint Committee with the names and addresses of their representatives on the Central Committee.

7. It would be the function of the Central Committee to act as the advisers and guides of the Joint Committees, and as controllers for the whole of London, so as to secure as far as possible a common policy throughout the whole Metropolis. The Central Committee would be in constant communication with the Joint Committees, would gather and distribute information as to employment and would administer the funds entrusted to them. They would deal as far as possible with cases of the unemployed in any Borough for whom employment could not be found by the Joint Committee of that Borough, and who were referred to them by that Committee.

They would endeavour to arrange for the execution of larger works extending beyond the limits of any particular Borough, would send men to labour colonies where practicable, etc.

8. It is hoped that the funds of the Central Committee would be largely furnished by means of subscriptions from private persons and others, but they would in all probability in the course of the winter require contributions in addition from the Borough Councils. It is suggested that these should be based on the assessable value of the Borough, and in this way the cost would be spread uniformly over the Metropolis.

The Local Government Board would be prepared, where necessary, to sanction such contributions to the Central Committee by the Borough Councils under the Local Authorities (Expenses) Act, 1887.

9. In the selection of men to whom employment should be given, it would be important that the Joint Committees should act on uniform principles. The Central Committee would, no doubt, frame rules for the guidance of the Joint Committees, but one or two points may be mentioned here.

- (a) A Joint Committee should only deal with cases in which distress is due to lack of employment. All other cases (including those of a chronic nature, whether due to lack of employment or not) should be left to the Guardians and the ordinary charitable agencies.
- (b) Persons of bad character (drunkards, etc.) should not be dealt with.

- (c) Preference should be given to persons who have established homes with wives and families.
- (d) The work provided should as far as possible be continuous for some definite time.
- (e) Unless the circumstances are very exceptional, employment should only be found by the Joint Committee if the applicant has resided six months in the Borough. If he has resided for six months in London, but not in the Borough, his case, if otherwise suitable, might be referred to the Central Committee.
- (f) No employment should be given until the home has been visited on behalf of the Joint Committee.
- (g) In distributing work amongst the applicants, regard should be had as far as possible to their previous occupations.

10. It is earnestly desired that every care should be exercised to sift the applications made, and that all possible precautions should be taken to limit the cases dealt with to those of actual necessity in which the circumstances are such that they can properly be dealt with on the lines above indicated.

Local Government Board,  
29th October, 1904.

(b) "THE CENTRAL COMMITTEE."\*

1. The Central Committee primarily consists of representatives of Joint Committees established in London under Mr. Long's Scheme. Representatives of the London County Council have, at his suggestion, also been appointed on it. In accordance with an intimation which he has already given, Mr. Long would be willing to nominate a few additional members if this was the general wish, so that some persons of experience, not connected with a particular Metropolitan Borough or Union, might be added to the Committee. He should be informed of the views of the Committee on this point as early as practicable.

Throughout this statement the expressions "Metropolitan Borough" and "Borough Council" are intended to include the City of London and the Common Council of the City.

2. It will be necessary that the Central Committee should appoint a Chairman and Officers. At their first meeting they will, no doubt, elect a Chairman of the meeting, and if they do not feel themselves in a position to elect a permanent Chairman at that meeting, the same course can be adopted at each meeting, until a permanent Chairman is elected. The appointment of a permanent Vice-Chairman may also be desirable.

As regards Officers, a Clerk will no doubt be necessary; but some temporary arrangement will probably be desirable until the appointment of a regular Officer can be made.

As regards a Treasurer, it will probably be sufficient to enter into arrangements with some large bank to act in this capacity. It would not seem desirable to appoint any other Officers until experience has shown what may be needed in this respect.

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\* Issued by the Local Government Board, November, 1904.

3. The general scope of Mr. Long's Scheme is set out in a Statement which has already been circulated, and copies of which will be available for the Committee.

The functions of the Joint Committees and of the Central Committee respectively will be found in paragraphs 2, 4, 5, 7 & 9 of that Statement. [*See above, Section (a) Mr. Long's Scheme.*]

It will be seen that it is intended that the Joint Committees should in the first instance deal with applicants for employment, and should only refer to the Central Committee persons for whom they are unable to find work, or who have not resided six months in the Borough. It will probably be deemed expedient that the Central Committee should only deal with cases which have been referred to them by a Joint Committee, and that if in any particular instance further investigation is made this should be made through the Joint Committee.

It is earnestly desired that every care should be exercised to sift the applications made, and that all possible precautions should be taken to limit the cases dealt with to those of actual necessity in which the circumstances are such that they can properly be dealt with on the lines above indicated.

4. The Central Committee would of course exercise their discretion as to dealing with cases referred to them. It is of great importance that as many cases as possible should be dealt with by the Local Authorities of the place in which they reside.

5. The Central Committee would, speaking generally, render assistance in one of two ways :

- (1) Where the Central Committee are satisfied that useful works might be carried out by Local Authorities which would provide employment, but which by reason of exceptional cost or otherwise would not have been undertaken under ordinary circumstances, they might make a grant towards the cost, and stipulate that a certain number of the unemployed should be engaged upon them.
- (2) They might arrange for the employment of persons on experimental work such as labour colonies, undertaken by the Central Committee themselves or by others.

A point to be borne in mind is as to the desirability, where special works are undertaken to meet exceptional distress, of arranging that the wages paid should be something less than the wages ordinarily paid.

6. It is hoped that the funds of the Central Committee will be largely furnished by means of subscriptions by private persons and others, and Mr. Long has reason to believe that some money will be forthcoming from this source. The Committee will no doubt, as soon as they can, form an estimate of what sum will be immediately required.

It is also hoped that the Borough Councils will contribute, and any contributions of this kind should, it is suggested, be used for purposes coming under sub-division (1), of paragraph 5, and should not be used for purposes coming under sub-division (2) of that paragraph.

7. Mr. Long has made enquiry as to how far there is employment in rural districts for which extra labour is required. In some few instances such labour seems needed, and particulars of these will be laid before the Central Committee.

Some suggestions have been made to him with respect to the question of the Unemployed, particulars of which will also be forwarded to the Committee for their consideration.

8. Before adjourning at their first meeting the Central Committee will, of course, fix the time and place of their next meeting.

Local Government Board,

24th November, 1904.

(c) EXTRACTS FROM A CIRCULAR ADDRESSED BY THE CENTRAL COMMITTEE TO THE JOINT COMMITTEES ON DECEMBER 14, 1904. WITH RESOLUTIONS OF THE CENTRAL COMMITTEE ON THE FOREGOING.

1. With reference to the raising of funds :

That it is undesirable that local appeals should be issued by Joint Committees or local authorities on behalf of the unemployed, except with a view to supplementing the appeal of the Central Committee, and with the approval of the Central Committee, such appeals being calculated to militate against the success of the Central appeal.

2. With reference to the principles of selection laid down in Mr. Long's Scheme, Clauses 2 and 9 :—

(1) That the division of the applicants into two classes, as recommended in Clause 2 of Mr. Long's Scheme, be adopted by all Joint Committees.

(2) But that since it is desirable that the methods of employment and scales of remuneration should vary with the different standards of ordinary work and living of different classes of workmen, it would be advisable for the purposes of treatment to sub-divide Class I. as follows :

(a) High class mechanics and other highly skilled workmen,

(b) Men usually in regular work, though of a less skilled character,

(c) Men accustomed to casual work.

(3) That the principles laid down in Clause 9 of Mr. Long's Scheme be adopted with certain amendments, viz. :

That section (c) should read : Preference should be given to persons who have established homes with wives and families, or other persons dependent upon them.

That the words "as far as regards the present year" be added to section (c).

That section (f) should read : No employment should be given until the home has been visited on behalf of the Joint Committee, and at least one employer communicated with.

3

That the special attention of all Joint Committees to be called to the words of Clause 5 of Mr. Long's Scheme.

4

That the special attention of all Joint Committees be called to the recommendation in Clause 9, sub-section (d) :— That work provided through local authorities or otherwise "should as far as possible be continuous for some definite time."

And further that as far as possible such work should be offered to men competent at the particular work, and therefore subject to dismissal for incompetence as well as for misconduct.

The adoption of these principles would avoid on the one hand the formation on the part of the men of a habit of dependence upon casual work, and on the other hand would prevent any tendency on the part of the special employment offered to lower the ordinary standard of municipal work.



III.

STATISTICAL TABLES, &c.

TABLE

NUMBER OF APPLICATIONS, ETC.:—Particulars

*Note.*—It has been pointed out in the body of the Report, especially on page 27, Certain consequences of this are concealed in some of the columns of the (for instance, as regards single men, who were sometimes not registered) practices were adopted. Those "not recommended" are thus often by not having dependents; by physical unsuitability, such as age or as well as those who were disqualified on grounds of personal or industrial

NAME OF BOROUGH	Total number of applicants for employment.	Recommended for work.	Not recom- mended for work.	Not classified as "recommended" or "not recom- mended."	Numbers obtaining work from Borough Councils.		Obtained work through Central Committee.
	(1)	(2)	(3)	(4)	Work for not less than 4 weeks.	Non-con- tinuous work.	(7)
Bermondsey ...	4092	3205	827	60	119	2985	117
Bethnal Green ...	2882	1926	—	956	4	1744	201
Camberwell ...	3011	2099	822	90	<i>a</i> 674	<i>a</i> 674	168
Chelsea ...	786	<i>c</i> 374	280	132	186	10	70
City of London...	88	77	11	—	30	<i>d</i> 30	17
Deptford ...	1726	749	562	415	58	534	108
Finbury ...	1069	286	724	<i>g</i> 59	69	82	135
Fulham ..	667	86	103	478	—	—	86
Greenwich ...	806	738	68	—	45	291	—
Hackney ...	3592	<i>h</i> 3592	—	—	—	<i>j</i> 1147	<i>k</i> 150
Hammersmith ...	<i>m</i> 1392	1050	141	201	10	912	58
Hampstead ..	326	119	207	—	1	—	82
Holborn ...	302	193	—	109	—	<i>o</i> 189	15
Islington ...	5230	1110	897	3223	278	2853	157
Kensington ...	699	206	392	11	<i>f</i> 13	17	90
Lambeth ...	2152	837	715	600	389	—	134
Lewisham ...	932	404	528	—	259	<i>r</i> —	145
Paddington ...	1102	787	—	315	—	722	65
Poplar ...	3160	1813	1567	80	1371	—	133
St. Marylebone	617	338	<i>s</i> 279	—	80	—	68
St. Pancras ...	1267	1161	106	—	71	351	105
Shoreditch ...	1881	600	598	683	48	389	146
Southwark ...	2680	1228	367	1085	200	517	114
Stepney ...	1386	242	1042	102	—	—	164
Stoke Newington	394	329	33	32	—	162	29
Wandsworth ...	910	698	212	—	170	—	94
Westminster ...	1346	1229	110	7	49	393	<i>u</i> 64
Woolwich ...	1061	536	455	10	<i>v</i> 385	—	109

(*a*) Approximate figures.

(*b*) 45 Hadleigh, 6 Garden City.

(*c*) 59 were obtained work in various ways, not connected with Borough Councils or Central Committee.

(*d*) Some of these were transferred to continuous work as opportunity offered.

(*e*) Garden City.

(*f*) All at Hadleigh.

(*g*) Obtained employment after applying for work.

(*h*) That is, everyone who registered was given a chance of work, according to a resolution passed by the Borough Council before the formation of the Local Joint Committee. The total unemployed, according to the Census carried out between December 12th, 1904, and January 31st, 1905, was 4,518.

(*j*) Averaging in the course of the winter about 20 days work for each man. Of the 1,147 given work, 158 were single men.

(*k*) 459 men out of the total of 3,592 applied for Central Work. 362 out of the 459 were investigated.

\*Further particulars can in many instances be obtained from Special

A.

furnished by Joint Committees to March 31st, 1905.\*

that the methods adopted by the various Joint Committees were not uniform. following table. It is especially important to remember that in registration tered at all), and in classifying as "not recommended for work," different representative of many classes, and may include, for instance, those disqualified illness; or by having obtained work on their own account after applying character.\*

Borough Council Work.		Central Works.				Percentage "not recommended for work" of the total classified in columns 12 & 13	NAME OF BOROUGH.
Dis-missed	Re-fused <i>w</i>	Dis-missed. <i>w</i>	<i>w</i> Refused.				
			Colonies.	Long Grove.	Parks or Markets.		
(8)	(9)	(10)	(11)	(12)	(13)	(14)	
<i>a</i> 100	<i>a</i> 30	8	<i>b</i> 51	—	<i>x</i>	20.4	Bermondsey
3	7	5	—	—	—	—	Bethnal Green
43	13	—	—	—	—	28.1	Camberwell
11	—	—	<i>e</i> 6	—	—	42.8	Chelsea
1	—	—	—	1	—	14.2	City of London
4	3	—	<i>f</i> 26	—	—	42.8	Deptford
21	49	3	—	129	<i>x</i>	71.6	Finsbury
—	—	—	—	—	5	55.4	Fulham
2	—	1	—	—	—	8.4	Greenwich
—	<i>l</i> 2286	3	—	—	—	0.0	Hackney
—	—	14	—	—	—	11.8	Hammersmith
—	—	1	<i>n</i> 31	—	22	63.4	Hampstead
—	—	—	—	<i>x</i>	<i>x</i>	—	Holborn
60	132	—	24	<i>x</i>	44	44.6	Islington
5	1	5	—	—	1	56.9	Kensington
—	—	—	<i>g</i> —	—	—	46.0	Lambeth
—	—	6	2	2	—	55.5	Lewisham
—	—	—	<i>x</i>	—	—	—	Paddington
20	—	2	6	10	—	46.3	Poplar
15	10	9	<i>t</i> 52	—	—	45.2	St. Marylebone
—	—	—	—	—	—	8.3	St. Pancras
74	5	4	<i>a</i> 20	—	—	49.9	Shoreditch
—	30	—	20	2	—	23.0	Southwark
—	—	11	26	8	17	81.1	Stepney
1	24	—	18	<i>x</i>	11	9.1	Stoke Newington
6	20	—	3	—	—	23.2	Wandsworth
2	101	2	—	—	—	8.2	Westminster
—	—	—	—	—	—	45.9	Woolwich

(l) Of these 476 did not respond to the first circular sent them; 310 obtained work elsewhere; and 1,500 did not renew their application when work was offered and had also, it was assumed, obtained work.

(m) Including renewals.

(n) Garden City, 27; Hollesley Bay, 4.

(o) Average of two days a week.

(p) In addition, about 100 casual men, taken on before the Register was opened, were kept in "practically continuous employment" for about 3 months.

(q) "Several."

(r) Borough Council stone yard giving 12,526 days work.

(s) Of these 79 were single men, and 24 physically unfit.

(t) All Garden City or Hollesley Bay. No offers of Hadleigh.

(u) Selected from the unemployed taken on by the Borough Council.

(v) In several cases records of refusals of work and of dismissals were not kept.

(x) No places offered.

Reports issued independently by the various Joint Committees.

TABLE

ASSISTANCE PROVIDED BY  
Allotments to the various Joint Committees in

**Note:** The total number of places (including places in lieu of those grants made and by refills due to ordinary employment being found,

The period of employment offered varied from 4 weeks to 16 weeks, for in the cases of City actually worked by each man

Name of Borough (with percentage scale of allotment).		Long Grove.	L.C.C. Parks.	Green Park	City Markets.		Hadleigh.
					Day.	Night	
Bermondsey	(4)	60 —	—	—	— —	—	20
Bethnal Green	(5)	20 (25*)	55	10 (25*)	10 —	—	20
Camberwell	(5)	70 —	10	10 —	— —	—	20
Chelsea	(2)	30 —	—	5 —	— —	—	—
City of London	(1)	10 —	—	— —	5 —	4	—
Deptford	(4)	35 —	25	— —	— —	—	20
Finsbury	(4)	70 —	—	— —	— —	4	—
Fulham	(3)	50 —	10	— (10*)	— —	—	—
Greenwich	(2)	30 —	5	— —	— —	—	—
Hackney	(4)	— (20*)	70	— (20*)	— —	—	20
Hammersmith	(2)	35 —	—	5 —	— —	—	—
Hampstead	(2)	— —	35	5 —	— —	4	—
Holborn	(1)	10 —	—	— —	— —	—	—
Islington	(5)	— —	85	10 —	— —	—	20
Kensington	(3)	35 —	—	30 —	— —	—	—
Lambeth	(5)	50 —	50	10 —	— —	—	—
Lewisham	(4)	45 —	10	4 —	12 —	2	20
Paddington	(3)	5 —	—	45 —	5 —	4	—
Poplar	(5)	50 —	40	10 —	— —	—	20
St. Marylebone	(3)	5 —	—	35 —	10 —	6	—
St. Pancras	(5)	10 —	50	20 —	— —	—	20
Shoreditch	(4)	40 —	40	4 —	5 —	—	20
Southwark	(5)	85 —	20	5 —	— —	—	—
Stepney	(5)	80 —	10	25 (20*)	— (5*)	—	—
Stoke Newington	(1)	— —	10	— —	— —	—	—
Wandsworth	(3)	35 —	30	4 —	— —	—	—
Westminster	(2)	40 —	—	10 —	— —	—	—
Woolwich	(4)	— —	65	— —	— —	—	—
TOTAL.	...	900 (45*)	620	252 (75*)	47 (5*)	24	200

\* Places allotted in lieu of grant.

(a) In lieu of money grant, 25 places at Long Grove for 5 weeks, and 25 at Green Park for 7 weeks, have been allotted to Bethnal Green.

(b) In lieu of money grant, 20 places at Long Grove for 4 weeks, and 20 at Green Park, have been allotted to Hackney.

B.

## CENTRAL COMMITTEE :

respect of Vacancies, Grants and Emigration.

not taken) is 2610. The total number of *men* is 3498, the difference being explained illness, discharges and other causes.

Markets 25 weeks, and the selected men at Hollesley Bay 30 weeks, the average period being about 8 weeks.

Garden City	Hollesley Bay.	TOTALS.	Grants in aid of Special Borough Council work.	Emigration.		Name of Borough
				No. of Families.	No. of Persons.	
10 —	8	95	£ 400 0 0	5	30	Bermondsey
5 —	15	125	a 500 0 0	2	11	Bethnal Green
10 —	15	125	500 0 0	2	9	Camberwell
20 —	6	61	—	2	7	Chelsea
— —	2	21	—	—	—	City of London
10 —	12	102	373 2 6	—	—	Deptford
20 —	12	106	400 0 0	1	4	Finsbury
5 —	6	71	d 300 0 0	3	15	Fulham
10 —	6	51	171 15 0	—	—	Greenwich
— —	11	101	b 400 0 0	2	7	Hackney
15 —	6	61	—	—	—	Hammersmith
10 —	7	61	—	—	—	Hampstead
— —	6	16	—	1	5	Holborn
5 —	13	123	500 0 0	2	8	Islington
15 —	6	86	—	—	—	Kensington
10 —	13	123	500 0 0	3	18	Lambeth
10 —	12	111	400 0 0	1	10	Lewisham
— —	—	59	—	—	—	Paddington
— —	15	125	500 0 0	4	16	Poplar
25 —	6	87	—	1	2	St. Marylebone
20 —	10	125	500 0 0	1	4	St. Pancras
10 —	12	127	—	1	4	Shoreditch
5 —	10	120	500 0 0	4	24	Southwark
20 (20*)	15	c 125	—	5	29	Stepney
10 —	6	26	—	—	—	Stoke Newington
5 —	6	76	300 0 0	1	7	Wandsworth
5 —	6	61	—	—	—	Westminster
25 —	12	102	400 0 0	1	5	Woolwich
280 (20*)	254	e 2475		42	215	

(c) In lieu of money grant of £500, allowed for in estimates, 5 day places at City Markets, 20 places at Garden City for 8 weeks, and 20 at Green Park for 4 weeks, have been allotted to Stepney.

(d) In part lieu of grant 10 places at Green Park allotted. See also page 90.

(e) See note at head of table.

TABLE C.

PERIODS OF EMPLOYMENT OF INDIVIDUALS ON  
THE VARIOUS WORKS.

(Fractions of a week being counted as full week.)

Name of Work	Long Grove	L.C.C. Parks	Green Park	City Markets	Hadleigh	Garden City	Hollesley Bay		
							Non-Selected <sup>c</sup>	Selected <sup>c</sup>	TOTALS
							(a)		
1 week	22	24	21	5	25	61	51	1	210 1 week
2 weeks	35	23	25	22	14	57	11	1	188 2 weeks
3 "	37	38	40	11	26	40	8	—	200 3 "
4 "	35	36	58	5	43	45	20	4	246 4 "
5 "	85	49	24	11	45	62	13	—	289 5 "
6 "	81	48	6	6	20	12	12	4	189 6 "
7 "	67	85	22	5	16	32	7	3	237 7 "
8 "	113	116	30	6	22	25	20	2	334 8 "
9 "	80	78	13	5	26	73	10	10	295 9 "
10 "	322	111	11	6	70	16	8	4	545 10 "
11 "	154	11	8	2	16	11	7	4	213 11 "
12 "	99	42	12	3	2	16	15	5	194 12 "
13 "	65	11	11	—	2	36	1	3	129 13 "
14 "	2	12	17	2	—	5	—	6	44 14 "
15 "	11	8	19	2	—	1	—	4	45 15 "
16 "	—	—	17	2	—	—	—	4	23 16 "
17 "	—	—	2	3	—	2	—	3	10 17 "
18-21 "	—	—	—	19	—	3	4	12	38 18-21 "
22-25 "	—	—	—	18	—	—	—	28	46 22-25 "
26-30 "	—	—	—	—	—	—	—	20	20 26-30 "
Total men ..	1208	692	336	133	327	497	187(a)	116(c)	3496
Total men-weeks {	10487	5252	2404	1271(d)	2096	3053	10124	2071	276464
Average stay	8½ wks	7½ wks	7 wks	10 wks	6½ wks	6½ wks	5½ wks	17¾ wk	8 wks
					(b)		(b)		

(a) Including 41 who began work in the last week of September, and are still at the Colony.

(b) Excluding these 41.

(c) Including 45 still on the Colony.

(d) Total reduced by the fact that some only worked two nights instead of full weeks.

(e) i.e. with a view to further training for settlement in country.

NOTE.—The period offered to each man was usually not less than four weeks.

TABLE D.  
REASONS FOR LEAVING. (a)

		Long Grove.	L.C.C. Parks	Green Park	City Markets	Hadleigh	Garden City	Hollesley Bay	Non-selected	Selected <sup>h</sup>	TOTALS
1	Prospect of Work (a)	..	310 <sup>b</sup>	64	43	21	43	103 <sup>c</sup>	26	14	624
2	Accident or Sickness	..	30	—	3	1	16	12	8	1	71
3	Trouble at Home	..	—	—	—	—	—	13	3	2	18
4	Died	..	—	—	1	1	—	—	—	—	2
5	Lazy	..	50	10	16	19	14	3	3	—	115
6	Useless..	..	22	—	—	—	—	—	—	—	22
7	Unsatisfactory	..	—	19	14	26	13	38	12	3	125
8	Insubordinate..	..	28	—	—	—	—	—	—	—	28
9	Dissatisfied	..	—	—	—	—	—	—	3	—	3
10	Drinking	..	5	3	2	—	19	5	13	6	53
11	Dirty	..	—	—	—	—	6	1	—	—	7
12	Fighting	..	2	—	—	—	—	—	—	—	2
13	Impersonating	..	4	—	1	—	—	—	—	—	5
14	Poaching or Trespassing	..	8	—	—	—	—	—	—	—	8
15	Out at night	..	—	—	—	—	—	8	2	—	10
16	Complained of steam from Locomotives	..	—	—	—	3	—	—	—	—	3
17	Transferred to Long Grove..	..	—	—	—	—	2	—	—	—	2
18	Emigrated	..	—	—	—	—	—	—	—	9	9
19	Settled in country	..	—	—	—	—	—	—	—	2	2
20	No reason given (g)	..	20	11	40	9	48	44	31	17	220
	Totals	..	479	107	120	80	155	224	108	56	1329
21	Close of Work	..	729	585	216	53	172	273	38 <sup>d</sup>	17 <sup>d</sup>	2083
	Total Employed	..	1208	692	336	133	327	497	146 <sup>e</sup>	73 <sup>f</sup>	3412 <sup>cf</sup>

(a) The above table gives the reasons as reported by the Superintendents. The reason "Prospect of Work" is, however, usually based on the statements of the men, and is unverified. In some cases (*cf.* below, note *d*) this reason was given during the first week of a man's stay, and was obviously often an excuse. In other cases (*cf.* below, note *c*) an increase in the numbers leaving for work in March seems to indicate a real, though slight, improvement in trade (see also note *g* below).

(b) Sub-divided as follows according to date: Weeks ending Jan. 28th, 12; Feb. 4th, 17; Feb. 11th, 19; Feb. 18th, 26; Feb. 25th, 18; Mar. 4th, 42; Mar. 11th, 48; Mar. 18th, 45; Mar. 25th, 56; Apl. 1st (out of smaller number of men) 27:—Total 310.

(c) Sub-divided as follows according to period of stay of individual: 1st week, 32; 2nd, 28; 3rd, 5; 4th, 8; 5th, 10; 6th, 5; 7th, 9; 8th, 1; 10th, 1; 11th, 2; 12th, 1; 14th, 1:—Total 103.

(d) *i.e.* Found to be unsuitable for either personal or family reasons for settlement in the country, and therefore returned to London after the expiration of the allotted period of temporary work.

(e) Exclusive of 41 men still on Colony.

(f) Exclusive of 45 men still on Colony.

(g) This may include cases of return to ordinary employment. On the Colonies, for instance, it frequently means "did not return after furlough."

(h) *i.e.*, with a view to further training for settlement in country.

TABLE E.  
OCCUPATIONS OF MEN EMPLOYED.

NOTE. In the preparation of this table, the classification adopted in Mr. Charles Booth's *Life and Labour of the People* has been adopted as far as possible. The table is necessarily drawn up for the most part in accordance with the particulars furnished by the applicants. In certain cases, if not checked, these may be misleading from two causes, which, however, to some extent counteract each other as sources of error: (1) Men, knowing that unskilled labouring work made up the greater part of that which was offered, may have described themselves as "labourers," thinking that their chances of securing employment would be thereby increased; and (2) Men describing themselves as following skilled trades may not have been competent members thereof.

	Hadleigh.	Garden City.	Green Park.	City Markets.	Long Grove.	L.C.C. Parks.	Hollesley Bay.	Total.
<b>Building Trades (637):</b>								
Bricklayers ... ..	7	2	—	—	15	13	3	40
Masons ... ..	—	1	—	—	2	1	—	4
Marble Masons & Polishers.	1	—	—	—	1	2	—	4
Slaters & Tilers ... ..	1	2	—	—	—	—	1	4
Plasterers ... ..	—	1	1	—	—	2	—	4
Lath-renders ... ..	1	1	—	—	1	—	—	3
Carpenters ... ..	2	5	5	—	16	10	6	44
Painters ... ..	18	10	15	63	52	70	2	230
Paperhangers ... ..	1	—	—	—	—	—	—	1
Plumbers ... ..	—	—	—	—	2	1	—	3
Handymen ... ..	8	12	4	1	12	14	1	52
Scaffolders ... ..	2	4	3	4	8	2	—	23
Housebreakers ... ..	—	—	1	1	—	—	—	2
Excavators & Navvies ...	3	2	4	—	15	2	4	30
Yardmen, etc. ... ..	—	—	—	—	—	3	—	3
<b>Labourers:</b>								
Bricklayers' & Builders'..	17	28	7	1	40	16	5	114
Masons' ... ..	1	—	1	—	—	3	1	6
Carpenters' ... ..	—	—	—	—	1	3	—	4
Painters' ... ..	6	4	8	22	8	9	3	60
Plumbers' Mates ... ..	—	2	1	—	1	2	—	6
<b>Wood-workers (150):</b>								
Cabinet-makers ... ..	5	2	2	—	11	12	1	33
Chair-makers ... ..	—	—	3	—	6	—	2	11
Chair carver ... ..	—	—	—	—	—	1	—	1
Deal table maker ... ..	—	—	—	—	—	1	—	1
Bamboo furniture maker ...	—	—	—	—	1	—	—	1
French polishers ... ..	7	1	—	—	10	11	2	31
Upholsterers ... ..	—	—	1	—	—	2	—	3
Wood-turners ... ..	2	—	—	—	2	—	—	4
Wood-machinists ... ..	1	—	—	—	—	—	—	1
Marqueterie-cutter ... ..	—	—	1	—	—	—	—	1
Sawyers ... ..	2	2	2	—	2	7	—	15



TABLE E—continued.

	Hadleigh.	Garden City.	GreenPark	City Markets.	Long Grove	L.C.C. Parks.	Hollesley Bay.	Total.
<b>Wood-workers—contd.</b>								
Cornice-pole makers ...	—	1	—	—	—	1	—	2
Picture-frame makers ...	—	—	—	—	1	—	1	2
Packing-case makers ...	1	3	2	1	6	2	3	18
Box makers ...	1	—	—	—	1	2	1	5
Sieve maker ...	—	—	—	—	1	—	—	1
Cooper ...	—	—	—	—	—	—	1	1
Umbrella & walking stick makers ...	—	—	—	—	—	2	—	2
Stick dressers ...	—	1	—	—	—	1	—	2
Ladder & barrow maker ...	1	—	—	—	—	—	—	1
Wheelwright ...	—	—	—	—	1	—	—	1
Carriage painters ...	—	1	—	—	1	1	—	3
Shipwright ...	—	—	—	—	—	1	—	1
Rigger ...	—	—	—	—	—	1	—	1
Sail maker ...	—	—	—	—	1	—	—	1
Labourers (various) ...	1	2	—	—	—	4	—	7
<b>Metal-workers (164):</b>								
Engineers ...	—	—	—	—	3	1	1	5
Hammermen ...	1	4	—	—	3	—	—	8
Fitters (various) ...	4	1	—	—	11	6	—	22
Driller ...	—	—	—	—	—	—	1	1
Tank makers ...	1	—	—	—	—	—	1	2
Gas-meter maker ...	1	—	—	—	—	—	—	1
Wheelwright's smith ...	—	1	—	—	—	—	—	1
Boiler makers ...	—	—	—	—	—	2	—	2
Blacksmiths ...	1	1	4	—	3	2	2	13
Tinsmiths and Tinsplate workers ...	2	1	—	—	1	1	—	5
Pewterer ...	—	—	—	—	—	1	—	1
Zinc worker ...	—	—	—	—	1	—	—	1
Coppersmith ...	1	—	—	—	—	—	—	1
Silversmiths ...	1	—	—	—	—	—	1	2
Brass finishers ...	1	—	—	—	2	—	2	5
Aluminium fitters ...	1	1	—	—	—	—	—	2
Electrical wiremen ...	—	—	1	—	1	—	—	2
Telephone wireman ...	—	—	—	—	1	—	—	1
Cable workers ...	—	—	—	—	2	—	—	2
Various ...	5	3	—	—	9	13	7	37
Labourers (various) ...	3	3	5	—	29	5	5	50
<b>Sundry Manufactures (70):</b>								
Leather dressers ...	3	4	—	—	13	—	1	21
Leather cutters ...	—	—	1	—	1	1	—	3
Trunk and bag makers ...	—	—	1	—	1	—	—	2
Harness makers ...	2	1	1	—	—	3	1	8
Saddlers ...	—	—	1	—	1	—	—	2
Whipthong maker ...	—	—	—	—	1	—	—	1
Glass bevellers ...	—	7	—	—	2	—	—	9
Glass cutters ...	—	1	1	—	—	—	—	2
Glass blowers ...	1	—	—	—	1	2	—	4

TABLE E—continued.

	Hadleigh.	Garden City.	Green Park.	City Markets.	Long Grove.	L.C.C. Parks.	Hollesley Bay.	Total.
<b>Sundry Manufactures—contd.</b>								
Glass fitters ... ..	—	—	—	—	2	—	—	2
Potters ... ..	—	—	—	—	2	—	—	2
Bottle wiper ... ..	1	—	—	—	—	—	—	1
Brush makers (various) ...	1	2	—	—	2	—	—	5
Bass dresser ... ..	—	—	—	—	1	—	—	1
Piano makers ... ..	—	—	2	—	—	—	—	2
Cocoanut fibre workers ...	—	1	—	—	—	1	—	2
Tarpaulin dresser ... ..	—	—	—	—	1	—	—	1
<b>Printing and Paper Trades (31):</b>								
Compositors ... ..	3	3	1	—	2	—	—	9
Cropper hand ... ..	—	—	—	—	1	—	—	1
Machine minder ... ..	—	—	—	—	—	1	—	1
Machine ruler ... ..	—	—	—	—	—	1	—	1
Pressman ... ..	—	—	—	—	—	—	1	1
Litho printers ... ..	—	—	—	—	—	1	1	2
Printers' cutters ... ..	—	—	—	—	—	2	—	2
Relief stamper ... ..	—	—	—	—	—	1	—	1
Bookbinders ... ..	—	1	1	—	3	—	—	5
Book and card gilder ... ..	—	1	—	—	—	—	—	1
Paper pressers ... ..	—	—	—	—	1	—	1	2
Parchment maker ... ..	—	—	—	—	1	—	—	1
Cardboard box cutter ... ..	—	—	1	—	—	—	—	1
Printers' Labourers ... ..	—	—	—	—	—	1	2	3
<b>Dress (59):</b>								
Boot and shoe makers, (Clickers, Finishers, Lasters, etc.) ... ..	12	—	3	2	11	14	2	44
Slipper maker ... ..	1	—	—	—	—	—	—	1
Tailors ... ..	1	—	—	—	1	1	1	4
Tailors' cutters ... ..	1	1	—	—	1	1	—	4
Hatters ... ..	—	1	—	—	2	—	1	4
Various ... ..	1	1	—	—	—	—	—	2
<b>Food and Drink (48):</b>								
Flour packers ... ..	2	—	—	—	—	—	—	2
Bakers and Confectioners... ..	1	2	—	1	3	2	1	10
Milk carriers ... ..	1	—	1	—	1	1	—	4
Fishmongers' assistants ...	—	4	—	—	—	—	2	6
Fish curer ... ..	—	1	—	—	—	—	—	1
Fisherman ... ..	—	—	—	—	1	—	—	1
Butchers ... ..	—	—	—	—	—	2	—	2
Butchers' labourer ... ..	—	—	1	—	—	—	—	1
Grocers ... ..	1	—	1	—	—	—	—	2
Potmen, Cellarmen, etc. ...	2	3	1	—	3	1	1	11
Bottle washers ... ..	—	2	—	—	—	—	1	3
Labourers (various) ... ..	—	1	—	—	3	1	—	5

TABLE E—continued.

	Hadleigh.	Garden City.	Green Park.	City Markets.	Long Grove.	L.C.C. Parks.	Hollesley Bay.	Total.
<b>Dealers and Clerks (27) :</b>								
Draper ... ..	—	1	—	1	—	—	—	2
Grocer ... ..	—	—	—	—	—	1	—	1
Leather seller ... ..	1	—	—	—	—	—	—	1
General shop-keeper ... ..	—	—	—	—	1	—	—	1
Oilman ... ..	—	—	—	—	—	—	1	1
Shop assistants ... ..	1	1	1	—	2	—	1	6
General dealer ... ..	—	—	—	—	—	1	—	1
Coke hawker ... ..	—	—	—	—	1	—	—	1
Costermongers ... ..	1	—	1	—	—	—	—	2
Clerks ... ..	—	3	1	—	3	2	2	11
<b>Locomotion, Transport and Other Labour (2263) :</b>								
Engine drivers ... ..	—	1	—	—	5	5	1	12
Engine cleaner ... ..	—	—	1	—	—	—	—	1
Crane driver ... ..	—	—	—	—	1	—	—	1
Stokers ... ..	2	7	—	—	10	8	—	27
Omnibus conductors ... ..	—	—	—	—	2	1	—	3
Carmen ... ..	15	24	16	—	33	21	16	126
Horsekeepers & Stablemen... ..	2	6	1	—	7	4	5	25
Seamen ... ..	—	—	1	—	1	—	—	2
Stevedores ... ..	—	2	—	—	2	1	1	6
Preference dock labourer... ..	1	—	—	—	—	—	—	1
Grain trimmer ... ..	—	—	—	—	1	—	—	1
Grain porter ... ..	—	—	—	—	1	—	—	1
Deal porters ... ..	—	3	—	—	—	1	3	7
Porters (various) ... ..	15	3	5	12	21	12	9	77
Packers & Warehousemen... ..	1	3	3	1	15	10	5	38
Brick makers ... ..	—	1	—	—	1	—	—	2
Gardeners ... ..	3	3	—	1	2	9	2	20
Farm labourers ... ..	1	2	—	—	—	—	2	5
Chemical labourer ... ..	—	—	—	—	1	—	—	1
Labourers (General) ... ..	134	292	215	21	732	334	180	1908
<b>Civil &amp; Municipal Services (7) :</b>								
Postmen ... ..	—	1	—	—	—	1	—	2
Paviors ... ..	—	1	1	—	1	—	—	3
Tramway pointsman ... ..	—	—	—	—	1	—	—	1
Dustman ... ..	—	—	—	—	1	—	—	1
<b>Service (various) (22) :</b>								
Coachmen ... ..	—	1	1	—	1	1	3	7
Groom ... ..	1	—	—	—	—	—	—	1
Steward ... ..	—	—	1	—	—	—	—	1
Cooks ... ..	—	—	—	—	1	—	1	2
Carver ... ..	—	—	—	—	1	—	—	1
Waiters ... ..	—	—	—	—	—	2	—	2
Liftmen ... ..	1	—	—	1	—	—	—	2
Night Watchmen ... ..	—	2	—	—	1	—	—	3
Storekeeper ... ..	—	—	—	—	—	1	—	1
Window cleaners ... ..	—	1	—	—	1	—	—	2

TABLE E—continued.

	Hadleigh.	Garden City.	GreenPark	City Markets	Long Grove.	L.C.C. Parks.	Hollesley Bay.	Total
<b>Unclassified (23):</b>								
Photographers	1				1			2
Phrenologist					1			1
Agents & Collectors					4			4
Carpet planner					1			1
Tent maker					1			1
Various	1				4	7	2	14
TOTALS	327	497	336	133	1208	692	305	3498

TABLE F.  
OCCUPATIONS OF MEN EMIGRATED.\*

Bricklayer	...	...	...	1		<i>Brought over</i>	...	13
Cabinet-makers	...	...	...	2	Silver worker	...	...	1
Carmen	...	...	...	2	Labourers	—		
Carpenter...	...	...	...	1	Builders'	...	...	4
Driller	...	...	...	1	Fitters' and Engineers'	...	...	2
Farrier	...	...	...	1	Navvies	...	...	2
Leather worker	...	...	...	1	Waterside	...	...	3
Oil and Colourman	...	...	...	1	Other specialized	...	...	2
Plasterer	...	...	...	1	General	...	...	15
Plumber and Gasfitter	...	...	...	1				— 28
Sawyer	...	...	...	1				—
				—				42
Forward	...		13					—

OCCUPATIONS OF "SELECTED" MEN AT  
HOLLESLEY BAY.

(Still on the Colony on September 30.)

Box-cutter	...	...	...	1		<i>Brought over</i>	...	12
Boot-salesman	...	...	...	1	Skindresser	...	...	1
Carmen	...	...	...	2	Tailor	...	...	1
Clerk	...	...	...	1	Tramwasher	...	...	1
Coachman	...	...	...	1	Labourers:—			
Harness-maker	...	...	...	1	Masons'	...	...	1
Hatter	...	...	...	1	Painters'	...	...	2
Leather-warehouseman	...	...	...	1	General	...	...	27
Metal-polisher	...	...	...	1				— 30
Navy	...	...	...	1				—
Painter	...	...	...	1				—
				—				45
Forward	...		12					—

\*cf. Note to Table of Occupations on page 128. The second source of discrepancy in the returns is of especial importance in connection with emigration cases.

# IV.—SELECTED DOCUMENTS ISSUED BY CENTRAL COMMITTEE.

## (a) DOCUMENTS RELATING TO EMPLOYMENT EXCHANGES.

### (1) *Model Rules suggested by the Central Committee.*

[Copy.]

#### ..... EMPLOYMENT EXCHANGE.

(Affiliated to the Central Employment Exchange.)

1. The Exchange will be open for men daily from ..... and for women daily from ..... except Saturdays. The Exchange will be closed on Good Friday, Christmas Day, Bank Holidays, and on any occasion the ..... may see fit to notify.

2. Only persons resident in the Borough of ..... at the time of the application can be registered for employment; but this restriction as to residence does not apply to employers of labour.

3. Every applicant for registration shall either fill up correctly a printed form, obtainable on personal application to the Superintendent, or answer such questions as shall be put by the Superintendent, for the purpose of enabling him to enter the necessary particulars in the Register.

4. The Superintendent will recommend applicants for employment according to suitability, but employers may select from the registered applicants any one whom they consider suitable.

5. Only those out of employment, or under notice of discharge, will be registered.

[*Note.*—In Hampstead the experiment is being tried of registering men who, though in work, desire to use the Exchange. In this Borough a minimum registration fee of one penny, covering a period of six months, is charged to every one. For those who, though in work, register, a differential fee of sixpence is charged.]

6. The name of every applicant will be removed from the Register after one month, exclusive of Sundays and public holidays, unless the applicant, on or before the end of the month, gives notice that he or she is still out of employment, such notice to be repeated not less often than on every succeeding month that the applicant remains out of employment.

[*Note.*—The minimum period of notice adopted for those still out of employment varies greatly. In Westminster applicants must call at the Exchange and enter their names on slips provided for the purpose at least twice a week.]

7. Applicants must notify the Superintendent when they obtain employment through the Exchange.

8. Any Employers' Association may affiliate to the Exchange. Secretaries of affiliated Associations shall be invited to specify the kinds of employee

required by their members, and to encourage individual members to give notice to the Exchange of vacancies, so that they may be informed when suitable applicants offer.

9. Any registered Club, Union, Branch of a Union, or other organisation of working men, may affiliate to the Exchange. Secretaries of affiliated organisations shall be invited to specify the employment suitable to their members; and shall be notified when such employment offers.

Forms of application for registration, and all other information, may be obtained at the Exchange.

*(2) Rules suggested for exhibition in the Exchange.*

1. The name of any person knowingly making a false statement on the forms, or knowingly giving any false information to the Superintendent, will be struck off the Register, and such person will be debarred from being again registered.

2. No person of known bad character will be registered.

3. Applicants are not permitted to wait about the premises after their application has been dealt with.

4. Smoking and Spitting in the Offices of the Exchange are strictly prohibited.

*(3) Application Form suggested for use by the Local Exchange.\**

[Copy.]

..... BOROUGH COUNCIL.

EMPLOYMENT EXCHANGE.

(In association with the Central Employment Exchange.)

[Address of Office, with Office Hours.]

APPLICATION FOR EMPLOYMENT.

No. .... Date ..... 100

1. Surname, Christian names, and age.
2. Married or Single.
3. Full address.
4. How long resident in the Borough of .. ..?
5. How long unemployed?
6. Exact description of employment required.
7. Other work for which qualified.
8. Name and address of last employer, and description of work.
9. Name and address of longest employer, and description of work.
10. Particulars as to Sick Benefit, Trade, or other Provident Society.

*(continues on next page).*

\* NOTE.—This form is not adequate for the purposes of classification for special assistance, but only for the normal work of an Employment Exchange.

11. Any remarks the candidate may desire to make, *e.g.*, as to number of children, references, wages, causes of present unemployment, etc.)

For the sake of other candidates, please inform the Superintendent directly you obtain work.

N.B.—Employment cannot be guaranteed. The Exchange is intended to *aid* candidates in their search for work, and not to take the place of their own efforts.

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Various other documents have also been recommended, including cards for use in introducing men to employers, cards inviting co-operation of employers, forms for the general register of applications, forms of daily report to the Central Employment Exchange, forms reporting the filling of vacancies, etc., etc. Complete sets of these would be furnished on written application to the Superintendent of the Central Employment Exchange, 34, Victoria Street, S.W.

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*(4) A Leaflet issued by the Central Committee.*

[Copy.]

A NOTE ON EMPLOYMENT EXCHANGES : WHAT THEY CAN DO.

The object of a Labour Exchange is to act as a medium of introduction between employers and employed. It is a centre through which on the one hand work, and on the other workers, may be found.

The Exchange can, however, serve no purpose if it is not used—by employers no less than by employed.

If thus used, it centralises information as to what class of men or women employers are seeking; and as to what class of men and women are seeking employment. By the simple machinery it provides, those who stand in industrial need of each other can find each other.

The Local Exchange can only do this for its own locality. But it may often happen that employers cannot find the men, or men the employers, they want in their own Borough. Men out of work, or places unfilled, there may be—just in the next street, if this be in another Borough—or on the other side of London; and the Superintendent of the Local Exchange, if acting in isolation, may know nothing about them.

In order to avoid this, and to increase the usefulness of every Local Exchange, the CENTRAL EMPLOYMENT EXCHANGE has been established by a Metropolitan Committee, representative of the London Borough Councils and Boards of Guardians. Every man who wants work, and every employer who wants men, is now enabled to draw upon the Registers of all the Exchanges of London.

An industrial "Clearing House" for the Metropolis is thus provided; and men in Hammersmith, for instance, can now hear of unfilled places in, say, Hampstead; or employers in Finsbury, who fail to find the men they want there, may get them, say, from Kensington or Westminster.

At present\* nine Exchanges are thus working together. In a year it is hoped that an affiliated Exchange will be found in every London Borough.

Exchanges only aid men who are willing to take some trouble themselves,—including that of going to their own Exchange and of giving the necessary information to the Superintendent there.

If well used, Exchanges will help to avoid industrial congestion; to avoid unemployment; to make the wheels of industry run a little more easily. They cannot guarantee men work, or employers men; but they can help to fill the gaps.

#### LIST OF EMPLOYMENT EXCHANGES

##### *Already established by Metropolitan Borough Councils.*

*Battersea*.—The Municipal Buildings, Lavender Hill, S.W.

*Chelsea*.—160, King's Road, Chelsea, S.W. Open from 9 a.m. till 12 noon daily.

[*Croydon*.—Katharine Street. Open from 9 a.m. till 1 p.m.]

*Finbury*.—Town Hall, Rosebery Avenue, E.C. (entrance Garnett Place).  
Open 8 a.m. till 12 noon daily; 2 p.m. till 4 p.m. on Tuesdays and Thursdays.

*Hammersmith*.—Albany Lodge, Great Church Lane, Fulham Palace Road.  
Open (except on Saturdays) from 9 a.m. till 12 noon, and from 2 p.m. till 4 p.m.

*Hampstead*.—Railway Passage (Finchley Road to West End Lane). Open :  
*Winter*, from 6.30 a.m. till 5 p.m.; on Saturdays, from 6.30 a.m. till 1 p.m.; *Summer*, from 6 a.m. till 5.30 p.m.; on Saturdays, from 6 a.m. till 1 p.m.

*Islington*.—93, St. Paul's Road, Highbury, N. Open from 7 a.m. till 5 p.m.; Saturdays, 1 p.m.

*Kensington*.—The Baths, Lancaster Road, Notting Hill, W. Open from 9 a.m. till 11 a.m., and 12 till 1 p.m.

*Lewisham*.—Molesworth Street Dépôt. Open from 9 a.m. till 12 noon.

*Poplar*.—Gilancus Street Dépôt. Open from 2 p.m. till 4 p.m., except Saturdays.

*St. Pancras*.—10, Crowndale Road, N.W. Open for men, from 7 a.m. till 1 p.m. daily; for women, Mondays, Wednesdays & Fridays, from 2 p.m. till 4 p.m.

*Southwark*.—Public Library, Borough Road, S.E. Open from 9 a.m. till 12 noon.

*Westminster*.—Palmer Street, Victoria Street. Open from 9 a.m. till 5 p.m.; Saturdays, 12 noon.

\* June, 1905.



(b) SPECIMEN CONDITIONS OF EMPLOYMENT, &C.

(Long Grove, Green Park, and Garden City).

[Copy.]

CONDITIONS OF EMPLOYMENT AT LONG GROVE, NEAR EWELL.

1. The men will go down to Ewell and return daily. A special train will be run on the L. & S.W.R. as follows :

Waterloo (South side)	...	...	...	dep.	6.40 a.m.
Vauxhall	...	...	...	..	6.47 ..
Clapham Junction	...	...	...	..	6.53 ..
Earlsfield	...	...	...	..	6.58 ..
Ewell	...	...	...	arr.	7.13 ..

The men must be at the station 5 minutes earlier.

A special train will return as follows :

	Ordinary day.			Saturday.	
Ewell	...	...	dep. 5.15 p.m.	...	12.35 p.m.
Earlsfield	...	...	arr. 5.34 ..	...	12.50 ..
Clapham Junction	...	..	5.39 ..	...	12.55 ..
Vauxhall	...	...	.. 5.47 ..	...	1.1 ..
Waterloo	...	...	.. 5.54 ..	...	1.8 ..

The work is 25 minutes' walk from Ewell Station.

2. Return fare : 4d. per day, to be paid by the men. Cards, signed by the Secretary, will be issued to each man, to be exchanged at the Booking Office at Waterloo for a Special Return Ticket. The price of the tickets will be deducted from the wages at the weekly payment.

3. Hours : 7.45 a.m. to 4.45 p.m. (less one hour for dinner). Saturdays, 8 a.m. to 12.0 noon.

4. Wages : 7d. per hour, = 4 8 per day, or 25 8 per week (out of which 2/- per week is to be paid for railway fare).

5. Each man will receive from the Joint Committee a card, containing name, address, occupation, and instructions, and signed by the local secretary. This card must be taken to Ewell and given up to the Clerk of the Works. At the end of the day each man will receive a zinc disc bearing a number. The zinc disc is to be given up each day on entering the works. It will be returned each day before the man leaves work.

6. A pay-ticket will be given to each man on Saturday morning, which must be produced and given up at the place appointed for the payment of wages. Wages will be paid in London on Saturday afternoon.

7. A sub of 2/- on account will be paid to the men where necessary after work on the 1st and 3rd days of the first two weeks.

8. It would be advisable for the men to take food for the day with them, though food can be obtained near the work. The work will be digging, trenching, levelling, and grubbing up small underwood, in preparation for market-gardening by the patients at the Asylum.

[Copy.]

## CONDITIONS OF EMPLOYMENT AT GREEN PARK.

1. The men will be employed continuously from week to week, subject to the discretion of the Central Committee.

2. The men will conform to the regulations governing the permanent labourers in the Parks, and be subject to dismissal in case of wilful failure to work, or disobedience to orders.

3. The rates of pay and hours of labour will be the same as those of the men at present employed, viz. :—

Hours : (till Feb. 15), 7 to 8.30; 9 to 1; 2 to 4.30; Saturdays, 7 to 8.30; 9 to 1.30. (After Feb. 15), 6 to 8.30; 9 to 1; 2 to 5; Saturdays, 6 to 8.30; 9 to 1.30.

Wages : 4s. a day = 24s. per week.

4. Each man will receive from the Joint Committee a card, containing name, address, occupation, and date of beginning work, signed by the Local Secretary and by the Central Secretary. This card must be given up to the Clerk of the Works at the Memorial Works in front of Buckingham Palace.

5. The wages will be paid on the works by the officers of the Parks.

6. The work will be ground work, digging, road-making, etc.

[Copy.]

## SCHEME OF EMPLOYMENT AT GARDEN CITY.

*(For the use of Joint Committees.)*

1. The men are to be employed at Garden City, near Hitchin, Herts, for continuous periods of one month. The offer will be repeated for successive months at the discretion of the Committee.\*

2. The men will receive board and lodging at the Colony and, in addition, the sum of 6d. per week for incidental expenses.\*

3. The families of the men will be paid weekly at the following rates :—10. - for the wife; 2. - for the first child under 14; 1 6 for the second child under 14; 1 - each for other children (only children under school age being reckoned).\*

Deduction will be made for other earnings at the following rate :—Earnings of wife, one-third such earnings; of other children, one-fourth such earnings.\*

The money should be paid to the families week by week by visitors to the homes. By this means the Fund will be guarded against abuse, and the families will have access to advice or assistance, in case of need, during the temporary absence of their breadwinner.

Pay Sheets will be made up and sent out from this Office weekly, and the amount will be included in the weekly cheque.

Advances to the families on account of the first week's payment may be made, where considered necessary, solely on the responsibility of the Joint Committee.

---

[\* These clauses were also printed on a separate form for distribution to selected men.]

4. The men will be free to return at the end of the month for two days to visit their homes and to look for work, during which time the payment to the families will continue. They will also be free to leave the Colony at any other time, but unless they show good reason for so leaving, their places will not be reserved for them.\*

The Joint Committee will be notified by the Superintendent of the return of the men to London, and fresh Cards of Identification will be forwarded from the office, which are to be given up at King's Cross.

Special railway tickets are provided by the Central Committee, and supplied to the men at the Railway Station by a representative of the Central Committee.

In the case of irregular visits home, the Joint Committee should receive reports upon the apparent validity of the reason given, both from the Superintendent at the Colony, and from the visitor to the home. Want of uniformity in decisions on such points would tend to destroy the continuity of the work throughout the Colony.

Many grades of penalty are possible for varying insufficiency of excuse, *e.g.*,

- (a) The interval thus irregularly taken can be compulsorily extended.
- (b) The pay to the family can be stopped for the interval.
- (c) The fare can be deducted from the next payment.
- (d) Re-admission to the Colony can be refused altogether.

5. The men will be required to observe certain rules which have been decided on in the interests of its general discipline. These include—

- (a) Prompt obedience to orders.
- (b) Sobriety.
- (c) Attendance at "Muster" on Saturday evenings.

Breach of rules will render the offender liable to dismissal.\*

Arrangements are being made for entertainments on Saturday evenings, and for meetings on Sundays, a committee of residents in the neighbourhood having been formed for the purpose, containing representatives of a committee of the men.

6. The men must be free from infection and must go down clean.\*

The Infection Lists at the Public Health Offices of the Boroughs must be inspected, and no applicant be sent from an infected house. The men will be medically inspected on arrival.

7. It has been decided by the Central Committee to recommend that for the purposes of the provision of work it is advisable to sub-divide Class I. (under Mr. Long's Scheme) thus :—

- I. (a) High class mechanics or other highly skilled workmen;
- I. (b) Men usually in regular work, though of a less skilled character;
- I. (c) Men accustomed to casual work.

The parties to Garden City are to be made up of men of Class I. (b), or of such of Class I. (a) as will accept the terms. There is some prospect of permanent employment for competent workmen in connection with the development of the Garden City.

---

[\* These clauses were also printed on a separate form for distribution to selected men.]

The enclosed application form will serve as a guide to the *minimum* of investigation necessary for the discovery of the required class of man.

[See below.]

8. Boots will be supplied on loan to the men on arrival at the Colony. Their own boots will be returned to them when they leave.

Underclothing can be obtained at the Colony where required, the cost being deducted by instalments from the weekly payments to the families.

#### LONDON UNEMPLOYED FUND. —APPLICATION FOR WORK.

(To be filled in by Enquirer.)

[Copy.]

*This information will be*

*treated as Confidential.*

.....Joint Committee.

Name

Address (in full)

(Obtain previous address if less than six months.)

How long living there

Age and Occupation

Where last employed, and how long

Where longest employed, and how long

(Obtain name of foreman in each case and give date of leaving.)

Reasons for leaving

How long out of work :—Regular

Irregular

Earnings when in work

Present earnings

Prospect of regaining work

Particulars of Family :—Wife living

(If none, strike out lines.)

Children (names and ages)

School

Other dependents

Earnings of family

Other income

Whether in receipt of Poor Relief

Rent and number of rooms

Arrears

References

(Responsible persons to whom verifier can apply.)

Member of Trade or other Provident Society

Any experience of Country Work

Remarks

Application Received by

Date

Verified by

Date

.....Local Secretary

V.

STATEMENT OF ACCOUNTS.

# LONDON UNEM- INCOME and EXPENDITURE from

## INCOME.

		£	s.	d.	£	s.	d.
To Subscriptions received at Mansion House ...	...	...	...	...	51886	4	10
„ <b>Recoupment Account—</b>							
L.C.C. Parks .. .. .	...	1405	0	0			
Long Grove .. .. .	...	1000	0	0			
Garden City .. .. .	1469 0 9						
Less Sundry charges by Garden City for cartage, labour, etc., not yet agreed ... .. .	600 19 8	865	1	1	3273	1	1
„ Interest received from Bankers .. .. .	...				36	8	7
„ Amount recovered from Underwriters under Employers' Liability Accident Policies .. .. .	...				84	1	0

---

Carried forward      ...      ...      ...      55279      15      6

## EMPLOYED FUND

November 26, 1904 to September 30, 1905.

Amount allocated by Executive Committee.	Amount unex- pended.	EXPENDITURE.		£	s.	d.	£	s.	d.
3000	122	By	HADLEIGH COLONY:—						
			Allowances to Families ... ..	1540	15	8			
			Travelling, Boots, and Clothing ... ..	187	6	0			
			Maintenance ... ..	1050	0	0			
			Furniture ... .. 200 11 10						
			Less Estimated pre- sent value ... .. 100 5 11	100	5	11	2878	7	7
11250	77	„	LONG GROVE:—						
			Wages (including moiety of rail- way fares) ... ..	10116	11	0			
			Railway Fares (amount contri- buted by Committee, being one half fares charged by Railway Company) ... ..	772	18	9			
			Supervision of Labour, Station- ery, etc. ... ..	283	18	3	11173	8	0
6406	223	„	L.C.C. PARKS:—						
			Wages ... ..	5426	15	6			
			Supervision of Labour ... ..	642	14	0			
			Plant, Tools & Timber 376 19 9						
			Less Estimated pre- sent value of Tools now transferred to Hollisley Bay ... .. 263 17 10	113	1	11	6182	11	5
3000	65 over	„	GREEN PARK:—						
			Wages ... ..	2524	3	0			
			Supervision of Labour ... ..	122	3	0			
			Cart Hire ... ..	419	3	0	3065	9	0
6725	1947	„	GARDEN CITY:—						
			Allowances to Families ... ..	2244	14	0			
			Furniture ... .. 720 14 3						
			Less estimated pre- sent value ... .. 360 7 2	360	7	1			
			Railway Fares ... ..	150	16	9			
			Maintenance of Men ... ..	1097	17	0			
			Supervision of Labour ... ..	153	17	8			
			Repairs to Buildings ... ..	8	3	6			
			Buildings ... .. 1325 0 7						
			Less Estimated pre- sent value ... .. 600 0 0	725	0	7			
			Tools ... .. 124 1 10						
			Less Estimated pre- sent value ... .. 87 0 4	37	1	6	4777	18	1
30381	2369 65 over		Carried forward ... ..				28077	14	1

*General Fund Accounts.*

					£	s.	d.
Brought forward	...	...	...	55	279	15	6

£55279 15 6

Oct. 25, 1905.



*General Fund Accounts.*

145

			£	s.	d.	£	s.	d.
30381	2369							
	65 over	Brought forward				28077	14	1
500	263	By CITY MARKETS:—						
		Contribution towards Wages	223	17	4			
		Insurance against accidents	12	13	0	236	10	4
16208	1854	„ HOLLESLEY BAY:—						
		Advances to Colony (for details						
		see special account)	14090	0	10			
		Plant and Tools transferred from						
		L.C.C. Parks	263	17	10	14353	18	8
5764	149	„ BOROUGH GRANTS:—						
		Amount paid over	5594	17	6			
		Poplar—Amount of Special						
		Donation	20	0	0	5614	17	6
1230	217	„ EMIGRATION, Amount paid to Societies,						
		&c., as under:—						
		Self Help	51	2	7			
		Brisbane	15	0	0			
		East End Emigration Fund	806	1	0			
		Salvation Army	106	5	0			
		Fulham, Special Grant	34	5	9	1012	14	4
650	444	„ CENTRAL EMPLOYMENT EXCHANGE:—						
		Office Rent, Telephone, Light-						
		ing, etc.	105	7	7			
		Salaries and Wages	80	18	9			
		Stamps, Stationery and Sundries	19	6	11	205	13	3
						49501	8	2
1481	74 over	„ OFFICE EXPENSES:—						
		Printing and Stationery	234	1	0			
		Salaries	888	4	1			
		Rent of Office, Telephone, and						
		Lighting	72	8	2			
		Postages, Telegrams, Bank						
		Charges and Travelling	91	7	7			
		Typewriting	75	5	0			
		Insurance against Accidents	42	3	0			
		Press Cuttings	10	10	0			
		Auditing & Accountants' charges	105	1	0			
		Committee's Railway Fares	16	6	5			
		Joint Committees' Expenses	20	8	11	1555	15	2
450	15 over	„ Advertising, etc., Mansion House				465	8	1
50664	5296 under					51542	11	5
	154 over	„ Balance unexpended				3757	4	1
						£55279	15	6

I have audited these accounts and find them correct.

W. HARDY KING,

*Chartered Accountant.*

# LONDON UNEM- BALANCE SHEET,

## LIABILITIES.

				£	s.	d.	£	s.	d.
To Creditors—									
London Office	...	...	...	223	2	0			
Garden City	...	...	...	235	19	2			
Central Employment Exchange	..			42	11	11			
Emigration	...	...	...	156	5	0			
				<hr/>			657	18	1
Income and Expenditure Account for									
balance unexpended	...	...					3757	4	1

£4415    2    2

Oct. 25, 1905

## EMPLOYED FUND.

30th September, 1905.

		ASSETS.								
		£	s.	d.	£	s.	d.	£	s.	d.
By Furniture and Bedding—										
Hadleigh, cost		...	200	11	10					
Less 50 % Depreciation			100	5	11					
			<hr/>			100	5	11		
Garden City, cost		...	720	14	3					
Less 50 % Depreciation			360	7	1					
			<hr/>			360	7	2		
„ Plant and Tools—										
Garden City, cost		...	124	1	10					
Less 30 % Depreciation			37	1	6					
			<hr/>			87	0	4		
„ Buildings—										
Garden City		...	1325	0	7					
Less Depreciation		...	725	0	7					
			<hr/>			600	0	0		
„ Office Furniture and Fittings, at cost—										
Central Office		...	19	8	10					
Central Employment Exchange		...	24	8	6					
			<hr/>			43	17	4		
						<hr/>		1191	10	9
„ Cash at Bank		...	2838	5	2					
„ Cash in hands of Treasurers of Joint Committees on Account of Wages			75	12	10					
„ do. Central Employment Exchange			312	10	2					
			<hr/>			3226	8	2		
Less Petty Cash overpaid		...	2	16	9					
			<hr/>			3223	11	5		
						<hr/>		£4415	2	2

I have audited these accounts and find them correct.

W. HARDY KING,

Chartered Accountant

HOLLESLEY  
FARMING ACCOUNT, 20th

		<i>£</i>	<i>s</i>	<i>d</i>	<i>£</i>	<i>s</i>	<i>d</i>
To Wages:-							
Men on farm (ordinary labour) ...	1015	0	0				
„ on garden do ...	158	9	0				
					1173	9	0
Balance, being Gross Profit ...					2555	17	1

£3759 6 1

It is doubtful whether the whole of the surplus on the farm  
in respect of Cultivations was included in the valuation at the

# BAY COLONY.

January to 30th September, 1905.

	£	s.	d.	£	s.	d.	£	s.	d.
By Cattle—									
Sales .. ...	...	...	...	419	15	3			
Valuation at September	...	...	...	688	2	0			
							1107	17	3
Purchased as valuation	479	2	6						
Subsequent purchases	464	10	0						
							943	12	6
Surplus ... ..	...	...	...				164	4	9
„ Sheep—									
Sales ... ..	...	...	...	1144	0	11			
Valuation at September	...	...	...	1439	9	0			
							2583	9	11
Purchased as valuation	1652	12	6						
Subsequent purchases	381	10	0						
							2034	2	6
Surplus ... ..	...	...	...				549	7	5
„ Pigs and Poultry—									
Sales ... ..	...	...	...	302	17	3			
Valuation at September	...	...	...	367	18	0			
							670	15	3
Purchased as valuation	259	17	6						
Subsequent purchases	4	10	10						
							264	8	4
Surplus ... ..	...	...	...				406	6	11
„ Farm Produce—									
Sales ... ..	...	...	...	248	7	10			
Valuation at September	...	...	...	3488	6	11			
							3736	14	9
Purchased as valuation	207	2	4						
Subsequent purchases	890	5	5						
							1097	7	9
Surplus ... ..	...	...	...				2639	7	0
							£3759	6	1

produce account can be taken credit for in this account, as nothing taking over by the Colony.

# HOLLESLEY PROFIT AND LOSS ACCOUNT,

	£	s.	d.	£	s.	d.
To House Account :—						
Provisions ... ..	1120	8	4			
Payments to Colonists ... ..	86	7	3			
Clothing and Boots... ..	209	15	7			
Railway Fares ... ..	368	6	9			
House Wages ... ..	109	6	8			
Coals and Household Sundries ... ..	180	11	7			
Allowances to Families ... ..	2343	17	1			
				4418	13	3
„ Rent,* Rates, Taxes, Tithes and Insurance ... ..	112	14	0			
„ Repairs to Farm Utensils ... ..	70	6	5			
„ Postages, Telegrams, Stationery ... ..	61	3	4			
„ Horse Hire and Horse Keep ... ..	79	14	4			
„ Carriage and Cartage ... ..	82	9	2			
„ Repairs to Buildings ... ..	47	15	11			
„ Salaries ... ..	215	0	0			
„ Subscriptions and Donations ... ..	7	19	10			
„ Survey of Buildings ... ..	78	15	0			
„ Valuers' Fees (twice) estimated at ... ..	100	0	0			
				1155	18	0
„ Depreciation :—						
Implements, Tools and Shops ... ..	339	7	1			
Furniture, Trap, Cart & Harness ... ..	114	13	5			
Horses ... ..	63	2	6			
				517	3	0

£6001 14 3

(\*No rent has been charged by, or is payable to,  
Mr. FELS).

BAY COLONY.

*20th January to 30th September, 1905.*

	£	s.	d.	£	s.	d.
By Gross Profit from Trading Account...				2585	17	1
Rents received :—						
Shooting     ...     ...     ...     ...	90	0	0			
Sundries     ...     ...     ...     ...	11	10	4			
	<hr/>			101	10	4
Balance—being Cost of Working   ...				3404	6	10

£6091 14 3

# HOLLESLEY

## BALANCE SHEET,

## LIABILITIES.

	£	s.	d.	£	s.	d.
To London Unemployed Fund, Central Office—						
Advances ... ..	14090	0	10			
Plant and Tools transferred from L.C.C. Parks ... ..	263	17	10			
				14353	18	8
„ Sundry Creditors ... ..				559	16	9

£14913 15 5

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*Oct. 25, 1905.*



# BAY COLONY.

30th September, 1905.

ASSETS.							
				£	s.	d.	£ s. d.
By Valuation at Farm—							
Implements ...	...	...	975	12	10		
Garden Tools ...	...	...	171	18	5		
Contents of Shops ...	...	...	135	5	5		
Laundry and Brick-							
yard ...	...	...	22	12	6		
				1305 9 2			
Cultivations ...	...	...	747	17	6		
Young Seeds..	...	...	46	6	9		
Hay ...	...	...	208	18	6		
Straw ...	...	..	154	3	6		
Potatoes ...	...	...	394	18	9		
Corn ...	...	...	1474	10	3		
Food Stuffs ...	...	...	8	2	6		
Nursery Garden	...	...	430	16	8		
				3465 14 5			
Horses ...	...	...	467	0	0		
Cattle ...	...	...	688	2	0		
Sheep ...	...	...	1439	9	0		
Swine ...	...	...	367	0	0		
Poultry ...	..	..	0	18	0		
				2962 9 0			
„ Furniture, Trap, Cart and Harness							7733 12 7
(less 10 % depreciation)	...	...					1032 0 6
„ Railway Tickets in hand	...	...					37 17 0
„ Cash at Bankers—							
London City and Midland Bank...			1105	18	6		
Capital and Counties Bank							
(Woodbridge) ...	...	...	87	10	1		
In hands of Superintendent	...		12	9	11		
				1205 18 6			
„ Amount deposited as security against							
liability of Lessees' Covenants	...						1500 0 0
„ Profit and Loss Account—							
Cost of Working to date	...	...					3404 6 10
				£14913 15 5			

I have audited these accounts and find them correct.

W. HARDY KING,

Chartered Accountant.



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